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Report of a conference convened for the purpose of producing guidelines on the nature and scope of adult education for the developing nations. The conference was held under the joint sponsorship of the Agency for International Development and the U.S. Office of Education. Participants included 19 consultants from outside governmental service selected for their competence in the field of adult education and a number of staff members from the Office of Education and A.I.D.

The report consists of background and working papers, verbatim reports of speeches, summaries from the working groups, and recommendations. In particular, the working group summaries deal with occupational education, homelife education, health education, literacy education, civic education, and general adult education.

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Report Of Conference On ADULT EDUCATION IN THE DEVELOPING NATIONS

June 14-15, 1962

U. S. DEPARTMENT OF HEALTH, EDUCATION AND WELFARE
Office of Education

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REPORT OF CONFERENCE

ON

ADULT EDUCATION

IN THE DEVELOPING NATIONS

JUNE 14-15, 1962

edited by

Alton P. Hadlock,

Adult Education Consultant, U.S. Office of Education

sponsored by
The Office of Educational and Social Development
Agency for International Development
Department of State
and
The Adult Education Branch
Office of Education

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
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CONTENTS

	Page
PREFACE	iv
ADULT EDUCATION IN THE DEVELOPING NATIONS	1
Origin of the Conference	1
Purpose and Scope of the Conference	1
A View of Adult Education	2
Organization of this Conference Report	3
WORKING GROUP REPORTS	4
Occupational Education	4
Home Life Education	7
Health Education	12
Literacy Education	17
Civic Education	29
General Adult Education	33
Summary of Group Deliberations	43
FINAL PLENARY SESSION RECOMMENDATIONS	45

APPENDIX

CONFERENCE ADDRESSES	51
Organization and Aims of the Agency for International Development, by Robert Jacobs	51
Setting the Stage for the Conference, by Frank M. Coffin	53
A Frame of Reference to Guide the Consideration of A.I.D. Assistance to Adult Education, by Ralph W. Ruffner	57
Identifying Adult Education Problems in Developing Countries, by Edward W. Brice	68
BACKGROUND MATERIALS FURNISHED CONSULTANTS AND PARTICIPANTS	75
CONFERENCE CONSULTANTS AND PARTICIPANTS	76

PREFACE

On June 14 and 15, 1962, a conference on the Role of Adult Education in Developing Nations was convened in Washington, D.C., jointly sponsored by the Agency for International Development and the Office of Education. This report is a collection of articles from that conference.

Adult education can provide the leadership for the people in developing nations to identify and satisfy many of their basic needs. The potential for producing sociological changes through the education of children and youth is small when compared to that which can be accomplished by adult education.

The major purpose of the conference was to produce a report which will guide the Office of Educational and Social Development of the Agency for International Development on the nature and scope of adult education for the developing nations. It will also be used to supplement other data in a follow-up study for producing guidelines for establishing programs of education for adults.

Nineteen consultants, selected for their competence in the field of adult education, were asked to meet together and discuss their views about the education of adults in developing countries. In addition to the consultants from outside governmental service, participants were invited from the Office of Education and the Office of Educational and Social Development.

The material contained in this report consists of the background and working papers, verbatim reports of the speeches, summaries from the working groups and recommendations. The expressions contained herein, therefore, do not necessarily reflect the policy of the Office of Education or the Office of Educational and Social Development in the Agency for International Development.

ADULT EDUCATION IN THE DEVELOPING NATIONS
(Taken from the Background Paper)

ORIGIN OF THE CONFERENCE

In July 1961, the American Council on Education, at the request of the International Cooperation Administration, conducted a conference on New Learning Processes for Developing Nations. The reports from two of the six subject areas under consideration clearly indicated that there was a dire need for establishing a complete program of adult education for the developing nations.

In October of that year the International Cooperation Administration (ICA) was reorganized. Its new organizational structure required that it be given a new name, the Agency for International Development (AID). The office responsible for educational programs in developing nations is now known as the Office of Educational and Social Development.

Following the July conference, officials of the Agency for International Development and the Office of Education discussed the need for guidelines to direct the adult educational programs in developing nations. As a result of these discussions, the Agency for International Development and the United States Office of Education entered into an agreement to study the role of adult education in the economic development of lesser developed countries. As a part of this study a conference was called by the Office of Education to be held in Washington on June 14 and 15, 1962.

PURPOSE AND SCOPE OF THE CONFERENCE

The primary purpose of the conference was to develop a set of guidelines and recommendations for the use of the Office of Educational and Social Development in producing successful programs of adult education in each of the four operational regions. A secondary purpose was to create an understanding of the functions of the Agency for International Development.

The first of these purposes obviously could not be accomplished satisfactorily by means of a conference. The recommendations from the group deliberations and other pertinent information gathered for the conference will be considered as data which, at a later date, will be used in building guidelines and recommendations for programs of education for adults in the developing nations.

Misinterpretations and confusion exist about the way the programs of the Agency for International Development operate. A clarification of its functions is therefore necessary. Part of the misunderstanding is concerned with the method of financing AID programs. Projects and programs planned by the field missions are made in response to requests from host governments. The money to operate is obtained by submitting the proposals to Congress, which, after due deliberation, allocates what it believes are the necessary funds to carry on the program. Many times only a part of the program can be put into effect.

There is no "unlimited bank account" upon which AID may draw for proposals of various groups. Money may be allocated only after a program proposal has been made and its priorities determined.

It must also be remembered that the programs of the Agency for International Development are only produced in response to a particular request from a host government. AID operates under a bilateral treaty arrangement with the host country, and programs are not imposed.

The work of foreign assistance programs in the Agency for International Development is directed toward developing local capability to manage their own problems. In education there is an attempt to help train teachers, to prepare materials, and to help the host country develop adequate facilities to carry on their own programs of education. The function of the Office of Educational and Social Development is to train the teachers and develop the necessary resources for an adequate, independent program.

Nineteen consultants, selected for their competence in the field of adult education and, if possible, overseas experience, were asked to meet together and discuss their views about the education of adults in the developing countries. In addition to the consultants from outside governmental service, participants were invited from the Office of Education and the Office of Educational and Social Development.

The following aspects of adult education were made the subject matter of six different discussion groups: General adult education, literacy education, occupational education, health education, home life education, and civic education. Although these were the areas the participants were asked to specifically consider, there was no attempt to limit the discussion to these subjects. Each group was permitted to investigate all areas of adult education.

The consultants and the participants were charged with two fundamental questions. First, what should be done and what steps should be taken to organize and develop a complete adult educational program for the developing nations? Second, what guidelines would be most effective in developing an adult education program in the developing nations? Each discussion group attempted to find answers to these two questions.

A VIEW OF ADULT EDUCATION

Traditionally in America, we have come to look at education in a vertical plane. Elementary education is followed by secondary education, then college and/or vocational education. Adult education has no place in this ladder-like construction. It must be viewed horizontally, encompassing all organized learning engaged in by the mature individual in his community, from the elementary to the most complex subject areas.

Adult education can provide the leadership to help people identify their needs and provide additional leadership and facilities to help them satisfy those needs.

A basic need of all people is the need for survival in today's world. The following statement from the Montreal Declaration, passed unanimously by

representatives from numerous countries, emphasizes this and indicates the role adult education might play:

> The destruction of mankind and the conquest of space have both become technological possibilities to our present generation. Our first problem is to survive. It is not a question of survival of the fittest. Either we survive together or we perish together. Survival requires that the countries of the world learn to live together in peace. 'Learn' is the operative word. Mutual respect, understanding, and sympathy are qualities that are destroyed by ignorance and fostered by knowledge. In the field of international understanding, the field of adult education in today's divided world takes on a new importance. Provided that man learns to survive, he has in front of him opportunities for social development and personal well-being such as have never been open to him before.[1]

The people of the developing countries have their own special problems, in addition to that of international understanding. To survive, they must also learn to combat their own deficiencies in the areas of literacy, technology, health, home living, economics, politics, and social living. Since it is the adults of any nation who will be responsible for changes in any of these areas, adult education is an immediate need, a need so necessary that we must help them acquire the knowledge and skills that they need in producing these changes. The developing nations have few immediately available resources, and great demands on them.

To help the developing nations of the world overcome the deficiencies imposed upon them by tradition, this conference was called. The working groups were selected in order to suggest ways by which the most obvious of their needs can effectively be met.

ORGANIZATION OF THIS CONFERENCE REPORT

The reports from the working groups are presented in the following sequence, by the chairmen indicated:

Group I:	Occupational Education, Dr. David Hertzog, chairman
Group II:	Home Life Education, Miss Muriel Brown, chairman
Group III:	Health Education, Thomas E. Roberson, chairman
Group IV:	Literacy Education, Dr. Seth Spaulding, chairman
Group V:	Civic Education, Dr. John Holden, chairman
Group VI:	General Adult Education, Robert Luke, chairman

Each group report is preceded by a statement from the background paper which attempted to assess the adult education issues of the subject area. Some of the chairmen prepared an additional paper which was distributed to the members of the group. These, too, precede the summaries of the groups' deliberations.

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[1] (During the 1960 International Conference of Adult Education, held at Montreal, Canada, a declaration was passed which was called the Montreal Declaration.) See J. Roby Kidd, "Purpose of This Conference," Report of International Conference on Adult Education, New Delhi, India, edited by Helen Kempfer and S. C. Dutta, Adult Education Committee, World Confederation of Organizations of the Teaching Profession, (New Delhi, India: Indian Adult Education Association, 1961), p. 24.

OCCUPATIONAL EDUCATION
(Taken from the Background Paper)

Dr. Robert J. Havighurst has the following to say about the value of occupational education in American society: "In American society, lifework is the most important single thing about a man. He has been taught to evaluate his worth to society, and sometimes his worth in the sight of God, by the level of his occupation and the quality of his performance in it." Even though earning a living and producing food are basic needs, one may doubt whether this value exists in other cultures, such as in one of the developing nations.

The rapid expansion of world production centers and world markets during and following World War II caused an increase in the need for vocational, technical, and professional training. This training has usually been provided by engineering, mining, industrial, and technical interests. However, such programs are temporary and the need for a more permanent basis for the development of sound occupational adult education is recognized.

Dr. Herbert M. Hamlin makes the following comment about building a sound public policy for adult occupational education: "There is obvious need for the development of consistent and sound public policies for adult vocational, technical, and professional education. The basic policy questions which only the public can answer, are the same for this form of education as for other forms:

1. How is public policy to be made? Who is to participate? How is policy to be interpreted? . . .
2. Who are to be served? How? How much? When?
3. What public purposes are to be served?
4. How is the public to determine whether its purposes are being served adequately?
5. What provisions is the public to make for organization, administration, program planning, staff, funds, and facilities?"

Can these questions be answered adequately for programs in occupational education in the developing nations?

During the past decade the United States has joined in technical cooperation programs with more than 50 nations throughout the world. An important part of this cooperation is the system of contracts between AID and various colleges and universities. These contracts permit institutions to participate in the development of various kinds of professional, vocational, and technical programs in the developing nations. The university, in cooperation with the host country and AID, attempts to accomplish certain specific tasks such as the following: (1) Expansion of urgently needed facilities for education in fields such as engineering, medicine, agriculture, public administration, or business administration; (2) establishment of specific services--agricultural extension, industry development and others; (3) research, as, for example, in agriculture, industry, health, and economics; and (4) training of personnel in technical fields, both in the participating country and in the United States.

What provision should be made for the training of leaders in adult ducation in the developing countries? Of what should this training consist?

SUMMARY OF THE REPORT OF THE DELIBERATIONS OF GROUP I: OCCUPATIONAL EDUCATION

Chairman: David Hertzog

The following is a brief outline of the topics which were discussed by he group:

I. Understanding of adult education
   - A. As a process
   - B. As a set of tools

II. The role of the adult education adviser
   - A. Knowledge of adult education methods
   - B. Understanding, skills, and attitudes of content

III. The role of technicians in adult training
   - A. Knowledge of adult psychology
   - B. Understanding of methods
   - C. Master of subject area skill

IV. Definitive targets in occupational education for adults
   - A. Understand differences between occupational and adult education
     1. Occupational needs more obvious
     2. Agency occupational education
     3. Interest in occupational education
   - B. Programs of occupational education
     1. Private vs. agency support
     2. Utilizing resources
     3. Need satisfaction
     4. Relation to other technologies

V. Coordination in adult and occupational education
   - A. Advisory committees
   - B. Technical information

The following are the specific action recommendations which were made by the group.

1. The Agency for International Development should arrange to provide special orientation in adult education for persons, especially technicians, who are assigned to overseas missions. They should be well-instructed in the philosophy, psychology, and methods of adult teaching.

2. The adult education adviser should be able to provide in-service training for other technicians from the United States as well as from the host country. The training of most technicians may have included some basic principles of adult education, but unless these principles are continuously emphasized and used in an in-service situation, there may be a tendency to revert to more traditional methods.

3. The fullest possible use should be made of the facilities and resources available in the host country. All programs in occupational education should encourage the local government to assume the responsibility for it at the earliest possible time.

4. It was proposed that the following sequence always be used in establishing occupational education programs for adults:

   A. Make a survey analysis of the area to clearly define the needs and make estimates of the potentials for development.
      1. Identify local leadership
      2. Determine the kinds of programs already in existence
   B. Involve local people in the preliminary survey.

HOME LIFE EDUCATION
(Taken from the Background Paper)

Home life education is an all-inclusive term referring to any adult education program that deals with the home or the family. It encompasses such areas as food and nutrition, clothing, home furnishing, child care and guidance, and consumer problems and is generally spoken of as home economics. No school system promises to teach the young all that they will need to know for successful living throughout life. The place of organized adult education in the continued learning is of social as well as educational significance.

The success of programs in home life education for adults in other lands will depend to a great extent upon the methods used and the way they are organized. Basic to building any sound educational program at any level is the need to know those who are to be taught, how they live, the values they cherish, their interests and needs, and the problems they face. Such knowledge has special significance in building all programs for adults. Some of the questions which need to be investigated are:

(1) What do we know about the people with whom we are working?
(2) What should be the scope of such a program?
(3) Can the home life needs of adults best be met in organized classes or in some other appropriate means?
(4) How can such programs be provided for all the people?
(5) How can the success of a program of adult home life education be measured?

SUMMARY OF THE REPORT OF THE DELIBERATIONS OF GROUP II:
HOME LIFE EDUCATION
Chairman: Miss Muriel Brown

The following is a brief outline of the topics which were discussed by the group:

I. The nature of adult education

   A. Widespread misunderstanding
   B. Need for interpretation of the process

II. How adult education can assist home life education

   A. Housing
      1. Land tenure
      2. Utilities
      3. Financing
      4. Skills in upkeep
      5. Adjusting to new types
   B. Child care
      1. Infant mortality
      2. Diseases of children

3. Malnutrition
4. Educational opportunities
5. Family planning

C. Nutrition
1. Food habits
2. Food preparation
3. Marketing
4. Supply

D. Changing roles of family members
1. Growth of decision-making
2. Position of father
3. Increasing freedom of women

III. Utilization of available resources

A. Different kinds of specialist training
B. Community cooperation
C. Financial assistance
D. Existing programs

IV. Need for training native leaders

V. Need for new approaches and skills in communication and cooperation

VI. Need for research

A. National, regional, and local trends
B. Dynamics of family development

The following are the specific action recommendations made by the group:

The group defined adult education for home and family living as education which undertakes to help families acquire the insights, knowledge, and skills that will enable them to find increasingly better solutions for the problems they face, especially in times of rapid social change. This education is for families on all social, economic, and educational levels, according to their interests and their needs.

The group agreed that education for home and family draws on contributions from all the disciplines, as these are needed. In order to make maximum use of the resources of the different disciplines, there needs to be coordination in the development of programs at all levels, and between all the organizations and agencies concerned, both public and private.

Because family stability is a basic element in national security, and because family stability can be increased through appropriate educational activities, the group on Home Life Education strongly recommends that education for home and family living be given high priority in plans for international assistance because of the contribution it can make to national development--social, economic, and political.

Recommended Guiding Principles, Techniques, and Procedures for Building Adult Education Programs in Developing Nations

The following suggestions are based on the assumption that the procedures advocated by U.S. consultants for use in adult education in the newly developing countries will be those which demonstrate the democratic processes utilized in a free society:

1. Study and inventory the attitudes and commitments of leaders--officials, nonofficials; national, provincial, and community.

2. Study in detail national customs, ethnic groups, family patterns and roles, national and local traditions, and history by--

   Interviewing specialists in the countries to be served.

   Reading the literature and the history of these countries and studying what anthropologists, sociologists, psychologists, economists, and political scientists have written about them.

   Conversing with nationals, both official and nonofficial, at national, community, and "people" levels.

3. Identify and work with decision-makers--official, and nonofficial--in national capitals, provinces, communities, and families.

4. Study the structure and systems of official and nonofficial organizations -- international, national, community.

5. Make every effort to identify the needs and interests of the people to be reached, whether these needs are actually expressed or not.

6. Identify the stage of development reached in a country with respect to education for home and family living, finding out what aspects of home life are considered suitable for education, and recognizing the values of local approaches even though they may seem strange at first.

7. Establish priority of projects in terms of need, resources, and feasibility of success.

8. Start with projects where opportunity for success is high. Move in stages to more difficult and complex activities. (Education begets education.)

9. Train trainees who represent the people, whether they are government officials, group leaders, union leaders, supervisors, etc.

10. Involve in the planning the individuals concerned -- family, community, or community organization.

11. Build upon the creativity of people, with faith in their strengths and potentialities.

12. Draw on all available resources -- international, national, local -- for technical help in agriculture, health, medicine, education, and community development.

13. Learn how to use new media in teaching programs under whatever special conditions may obtain, i.e., absence of electricity, use of walls for outdoor showing of films, or learning machines.

14. Understand how to motivate, demonstrate, and explain the advantages to be gained, to relate projects to felt needs, such as concern for children, desire for prestige, and wish to have a more comfortable house, better food.

15. Place emphasis in the selection of consultants on (a) professional, vocational, and technical competence; (b) ability to adapt to people and conditions; (c) willingness to set example of sound, high-quality performance in both work and personal living; (d) ability to demonstrate needed skills.

16. Determine the methods of financial support of each program or project -- from AID, national government, community, family, other.

Illustrative Projects Recommended by Group

Although major programs of education for home and family living are not yet nationwide in most of the newly developing countries, it was agreed that families in many different parts of the world should be helped to adjust to social change through a variety of educational activities. Among those mentioned were:

The family centers in Kenya and Uganda.

The use of parents to help with health measures, such as giving their children the treatment for trachoma.

The use of child groups as a basis for work with parents, such as the nursery schools connected with rural social welfare centers in Egypt.

The training of men and women leaders to work with village families, as in the community development programs of Turkey, Pakistan, and India.

The recently completed African Women's Project, which involved seminars in Africa and the continuing education of selected participants brought on tour to the United States.

Home-school cooperation, as in Taiwan.

The group agreed that special efforts should be made to--

1. Have more projects similar to the African Women's Workshops.

2. Make elementary schools centers for parent education, as these are established.

3. Emphasize the training of women for leadership in adult education for home and family living through the women's colleges of home and social science now being established in such countries as Turkey, Iraq, Pakistan, and India.

4. Stimulate cross-cultural research in child and family development.

HEALTH EDUCATION
(Taken from the Background Paper)

Health education does more than educate people about health. It motivates them to assume responsibility for their own and their community's health through gaining an understanding of health problems; planning for the prevention, eradication, and control of disease; and acting on these plans. Its objective is not just to provide citizens with the fundamental knowledge about health, but to encourage them to change these fundamentals into practices.

In America, health education is carried on by many organizations and individuals. These groups include physicians and dentists, nurses, nutritionists, dietitians, social workers, sanitarians, engineers, and many others, not excluding the Red Cross. But in many of the developing countries, a substantial number of these groups do not exist. The organization and development of adult health education in these areas becomes one of the basic problems of educational specialists.

The concept of an organized community effort in health education is not new in America. It began as early as 1850, but the community action approach has proved to be a most satisfactory method for motivating people to practice the basic health principles.

Here again, as in the other areas of adult education, involving groups in community study, establishing group goals, and forming group decisions are proved methods for producing behavior changes. In every community there are certain informal groups, clubs, and cliques that are available to provide public service for the promotion of health programs. Many of the community's "opinion leaders," people influential in helping mold public opinion, are usually found within such groups. These individuals and groups should not be overlooked in developing health education for adults.

SUMMARY OF THE REPORT OF THE DELIBERATIONS OF GROUP III: HEALTH EDUCATION
Chairman: Mr. Thomas E. Roberson

The following is a brief outline of the topics which were discussed by the group:

1. The importance of health education in developing adult education programs.

2. The health education focus.

3. Inter- and intra-agency cooperation in carrying on health education activities.

4. Availability of qualified personnel and training facilities in health education.

5. Need for more research in health education.

6. Points for consideration by conference planners.

The following is a summary of the discussions of the Health Education group:

A. General Summary Statement for Health Education

The health level of the populations living in the newly developing countries can be either a detriment or an asset to the rapid economic and social development to which people aspire. Most developing countries recognize this and have taken steps to improve health levels of their people. Health education plays a crucial role in this picture since raising health levels does not depend only on the availability of health services but also on the extent to which people modify their health practices, learn to use health services, and follow the advice of health workers.

Health education is not the sole prerogative of the health workers or professionally trained health educators. Rather, it is the combined responsibility of all community workers engaged in educational activities with health implications. Health education is therefore an important and integral part of all educational activities and is not limited by or dependent upon the level of literacy of the area. This is true of all the educational activities of the AID agency including general adult education, literacy training, community development, occupational training, and other programs.

Two of the greatest needs of developing countries in carrying out effective health education programs and activities are trained personnel and adequate training facilities.

B. Definition, concepts and goals of health education

1. Health education is the sum total of all the experiences one has regarding health. It is concerned with "motivating individuals and communities to translate what is known about health into desirable individual and community behavior by means of the educative process."

2. Health education is a method of public health which is used to make the knowledge and skills of the physician, nurse, sanitarian, and other health workers more readily acceptable to people who stand to benefit by acting in accordance with health facts. Through it, people actually learn what is meant by good health and how to go about achieving it.

3. Health educators believe in the fundamental worth of the individual. They believe also that all people have the potentials to grow in their ability to take responsibility for individual, community, and world health.

4. Health education is based on the concept that good health cannot be forced on people; but when they are educated to the value of it, they work to secure these benefits for themselves, their family, and their community; also that one of the major tasks confronting public health today is the more effective application of methods which will result in people wanting, demanding, and utilizing the skills and knowledge of the health profession.

5. Health educators believe in working with people where they are, seeking out their needs, wants, and interests rather than imposing upon them the wants and ideas of others. They believe also that when people have had a hand in responsible decision-making--that is, when they participate in gathering facts, analyzing problems, and seeking solutions--they are more likely to act on the decisions than when they must follow decisions made by others.

6. One of the ultimate goals of health education is to help people achieve health by their own activities and efforts. It begins with the people's interest in improving their conditions of living, and aims at developing within them a sense of responsibility for their own health betterment as individuals and as members of families, communities, and government.

7. Health educators believe that in a free society a group which operates in a democratic fashion is capable of bringing about constructive changes and actions, and that through such democratic procedures, effective learning can occur. They believe also that people learn at different rates.

C. Recommended Guidelines for Initiating and Developing Health Education Services

1. "Doing things to and for people is often easy, but is often expensive and of temporary benefit. Helping people to really learn how to do things for themselves may take a little more time but it is relatively inexpensive and the results are lasting."

2. Real learning involves a desire to know, a clear conception of what action is to be taken, and the realization that the action may achieve a desired goal. Consequently, health education often involves much more than informing people about health by publicizing the benefits of public health through the regular channels of communication--press, radio, posters, booklets, etc.

3. The ultimate goal of health education is changed behavior. In attempting to bring about changed behavior in people, it is to be remembered that organizational structure and the cultural values and meanings that are attached to and functioning in a social system determine the behavior of the people in that system.

4. The needs, interests, and characteristics of people to be educated should form the basis for health education programs and activities.

5. To be most effective, health education must be scientifically sound and built, insofar as possible, on current attitudes and understanding of the people to be educated. It must focus on, though not be limited to, goals which seem to be important to them and which can be realized within their capacities and resources. All of these factors may vary with the educational, social, economic, and cultural conditions of a particular country, community, or village and with different groups within a country, community, or village. For that reason, the health education approach must also vary.

6. In a free society, people will tolerate and support only health regulations for which they see and understand the need, and will accept voluntarily a service offered to them only if they are adequately informed and convinced of the need for the service.

7. There are many agencies and groups operating in a country that are contributing to the health education experiences of people. Effective health education requires a close working relationship among these many agencies and groups and among the categories of health and education personnel contributing to the health education experiences of people. It requires also that the planning and organization of health education services be done in such a way that each agency or group accepts responsibility for that part of the program or activity he can do best in carrying out his part in such a manner that it supports the work of all other personnel.

8. The successful continuation and progress of health programs or projects may well depend upon the people's understanding of the purpose, acceptance of the value, and the active cooperation and support. All of these are most likely to be present in those situations where a carefully planned and skillfully executed health education activity is associated with the program or project.

9. Planning the educational aspects of a program or project requires the same degree of careful planning as is required in planning a service or operational phase. Elements of such a plan should include goals to be reached, methods and materials to be used, cooperative timing of the service with the education activity, and evaluative procedures. Evaluation is essential for the improvement in methods, techniques, and understandings of the relative value and improvement of health goals.

10. Programs cooperatively planned by those who are expected to carry them out are the ones most likely to succeed.

11. Educating the public on matters regarding health is not the sole responsibility of the "professionally trained" health educator or health worker. Rather, it is the combined responsibility of all the workers contributing to the health education experiences of people. In this regard, the need of some preparation in education and health by these workers cannot be overemphasized.

D. Conclusions and Recommendations

1. Health education services within health programs of the AID agency and countries should not be downgraded; they should be expanded.

2. Health education programs of AID should be focused to helping countries develop their own staff and services to deal with prolonging life, reducing physical and mental illness and also, where appropriate, family planning.

3. Health education is an effective tool of economic and social development. Health planning must therefore involve many institutions in newly developing countries. In preparing programs for the countries receiving assistance from AID, the agency should ask professional health education personnel to contribute to the task.

4. Health education is often part of other AID agency programs. A dialog between health educators and other personnel carrying such programs is needed, but this cannot be done with inadequate staff. The group recommends that more professional health educators be employed by AID in headquarters of AID and in the field.

5. There are, by and large, limited numbers of qualified health educators and inadequate or nonexistent facilities for training them in newly developing countries. An expanded training program for health educators for these countries should be supported by AID.

6. Many questions remain unresolved about the contribution of health and health education to the process of economic and social development. In fact, a lack of awareness probably exists in many quarters about the role of health education in development. As a result, inadequate attention is being given to health education when planners allocate scarce national and external resources. The group recommended that further study of this problem be initiated by AID.

7. Health education is an integral component of adult education programs. It is also an integral component of public health programs. The focus for health education action is also the community. A prime objective of AID in newly developing countries should be to involve all potential contributors to the tasks of health education. Communication between institutions concerned with these problems is needed.

8. The group feels deeply that inadequate time was available to discuss the issues raised during the conference and to come up with practical recommendations to the AID agency. In addition, data and information were not available to the group regarding the scope of existing or planned AID activities in the field of health education. It was difficult to make recommendations without such data and information. Data and information about organizational and institutional aspects of health education within AID, between AID and the governments of newly developing countries, and within these countries would also have been useful.

9. The group therefore recommends that the organizers of the conference consider what subsequent steps could be taken including the convening of other longer conferences where the following could be explored:

a. Evaluation of scope and adequacy of existing health education activities of AID.
b. How can health education best be integrated in other adult education activities? What experiences have been successful, what experiences have failed?
c. What are successful experiences in integrating health education activities of the various ministries and private agencies concerned in newly developing countries?
d. What experiences with the use of audiovisual aids and mass communications have been successful? Why have some failed? Should more experimentation in their use be conducted?
e. What could be the use of programed learning techniques in this field? What type of experiments should be conducted to find out?
f. What are adequate training qualifications for health educators? To what extent should these training qualifications reflect economic or social conditions of newly developing countries? How can training techniques be improved? How does one select potential health educators?
g. What are the conclusions of research being done on the impact of health education in the process of economic and social development? What guidelines can be provided to determine how much and what kind of health education programs are needed in a country constrained by lack of resources and with pressing and conflicting demands for more of everything?

LITERACY EDUCATION
(Taken from the Background Paper)

It is not difficult for most of us in the United States to recognize the need for literacy education in the developing nations. In fact it is one of the oldest and largest areas of adult education in the United States, as well as in nations having a much higher rate of illiteracy. Our western culture demands that all people be able to read and write. The problem which needs to be resolved is a problem of motivation. Do the people in the developing nations consider this to be a real need? How do these people discover this need? What is its priority in relation to all of the other needs of the culture? To what extent is the need recognized by adults?

If the answers to these questions can be agreed upon, it would seem logical to proceed to two other problems and make recommendations.

A serious problem of literacy education is inherent in many developing nations. Should it be provided in the adopted national language or in the cultural language of the area? In rural areas of many developing nations, the local language is the only one spoken and understood by a majority of the people. To add to the confusion, sometimes a written language does not exist, and in such instances a continuous supply of texts and other reading materials is difficult if not impossible to obtain. This is an extremely complex factor, as is indicated in the following quotation:

> Since adult education programs in Haiti must be conducted in Creole, the program has become the center of several strongly conflicting points of view. For example, one group of influential Haitians doubts the wisdom of making the peasants literate; others doubt the peasants' capacity to become literate. On the contrary, many religious groups encourage literacy because of the advantage it offers in extending religious teaching to the people of the Republic. The problem is further complicated by the fact that French is the official language of the country and of the schools, and all textbooks, except the few pamphlets printed in Creole for adult education classes, are printed in French. Many peasants recognize French as a necessary stepping stone to better living and greater prestige but do not recognize learning to read Creole as a useful stepping stone in learning to read French. Consequently, they are less than lukewarm about learning Creole.[1]

The methods used in adult literacy education have added to some of the confusion in developing adequate programs in the United States. The problems of literacy education in developing nations are even more complex. Many proposals have been made, and the proponents of each claim perfection. It might be well to consider the advice given in the following quotation:

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1 Education in the Republic of Haiti, by George A. Dale. U.S. Department of Health, Education, and Welfare, Office of Education, Bulletin 1959, No. 20 (Washington: U.S. Government Printing Office, 1959), p. 96-97.

There is no one method that can be considered "best." In the last decade several methods have received visibility and have been developed more intensively. Teachers of adults should be familiar with and able to use several methods in working with students in fundamental and literacy education. The teacher of foreign-born adults should be familiar with the Gouin Theme method, the community approach method, the Basic English method, English as a Second Language or Linguistic method (to name a few) and be able to use one or another as the ability, background, and level of the students may demand. The use of the "direct method" (teaching in the language being learned) is accepted quite generally. For certain purposes, such as orientation, the translation method is found to be effective. Teachers of native adults should be familiar with the methods of teaching illiterates to read and write, such as the Laubach method, the sentence approach, and others.[2]

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[2] Angelica W. Cass, "Fundamental and Literacy Education for Native and Foreign-born Adults." In Handbook of Adult Education in the United States, Malcolm S. Knowles, ed. Chicago: Adult Education Association of the U.S.A., 1960. p.462.

ENCOURAGING ADULT LITERACY ABROAD*

by
Seth Spaulding, Chief
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Literacy skills are indeed tools which can be of vital significance to the social, economic, and intellectual life of an individual. A literate person with an active imagination finds it quite frightening to think of being without such skills. The ability to read and write and to deal with mathematical symbols is such a part of a literate person's life that such skills achieve a sort of mystic personal identification with life itself. It is reasonable for many literate people, therefore, to assume that literacy skills are of prime importance in lesser developed countries and that these skills should receive high priority in planning educational and assistance programs for such countries.

Furthermore, literacy as an educational objective can be a satisfying goal to the educator inasmuch as it is a skill which the student can demonstrate after receiving reasonably unskilled instruction for short periods of time. Broader educational objectives are more complex, and it is much more difficult to demonstrate, in short order, achievements in areas such as agricultural education and health education. It is no wonder, then, that the first concern of many educators in lesser developed countries is to organize a "literacy campaign"--often without regard to other educational programs and without particular concern for perhaps more pressing educational needs.

Adult literacy must surely be encouraged in all countries, but there are certain questions which are most often raised and which often are not adequately answered in considering the total literacy problem. Some of these basic questions are as follows:

1. Is adult literacy a priority concern over other adult education needs?

Literacy is a function of the economic, social, cultural, and intellectual life of a nation. A nation of people who have been taught to read and write, but who have no books to read, no educational services of any kind, and who live in primarily rural agricultural communities, isolated from the outside world, would certainly be a nation of frustrated people, and literacy would serve little purpose. On the other hand, a basically illiterate nation which is fast developing its economic resources, its cultural life, its educational services of all kinds will find out that its people realize the need for literacy and will seek out ways of learning literacy skills.

Accordingly, literacy schemes to miraculously teach the entire population how to read and write over night are often less than useful in that they assume an imbalanced development in the lives of the people. A concern for literacy should be a part of the agricultural education work, health education programs of the country, the cooperative education movements, the community development work, and all other adult education services. If a literacy campaign is initiated, it should be a cooperative one, with school teachers, extension workers, community development people, and related professionals participating.

In essence, then, adult literacy is not a priority concern over other adult education needs. It is a concern that must go hand in hand with other adult education activities and is a goal which can be achieved fully only if undertaken as a basic concern which cuts across all other educational and economic needs.

2. Will increasing elementary education create literate populations automatically without concern for adult literacy?

*This paper was prepared for the Conference on Adult Education in the Developing Nations, Washington, D.C., June 14-15, 1962.

The most optimistic estimates indicate that, in most lesser developed countries, it will be at least two decades before the goal of universal primary education is a reality. Even then, dropout rates will probably continue to be substantial and the percentage of students finishing elementary school would be considerably less than 100 percent. Many students who finish one or two grades of elementary school will often regress to complete illiteracy.

In any case, economic development schemes of these countries will not wait for this reservoir of semi-trained people to be available--perhaps 15 or 20 years from now. Furthermore, political independence places great immediate responsibility on the people to participate in the national life of the countries.

Increasing elementary education will not alleviate the need for concern for adult literacy at least for the next several decades. Even after more and more of the people in these countries become functionally literate, adult education programs will be needed to encourage use of this new facility in an intelligent and critical fashion.

3. How do you motivate adults to learn to read and write?

This question is most often asked by those who consider literacy programs out of the total educational context. Literacy skills are simply tools, and unless the illiterate finds himself increasingly in an economic and social context which demands the use of literacy skills to be an efficient part of the society in which he lives, he will not be motivated to acquire such skills. If, however, increasing amounts of reading materials dealing with problems of the people are available; if agricultural and health programs are in existence to distribute reading materials which the people realize are of significance to their lives; if government materials are distributed which encourage participation in the political life of the country; if library services, newspapers, broadcasting services are available to the people; then people become increasingly motivated to learn literacy skills. Literacy is, then, a skill comparable to any other skill which is needed to live a satisfying life in the context in which a person finds himself.

In addition, there is a dynamism, an overall motivating factor, that must exist in a country before literacy campaigns can be of any long-term effect. This dynamism in western countries was protestantism a hundred or so years ago. Later, in the United States, this dynamism stemmed from the patriotism of a young and growing nation. Upward striving and upward mobility were in the air, and, in order to be a part of the growing economy, literacy skills were necessary.

In essence, literacy is a function of a dynamic and developing society and cannot exist in a vacuum. Adults are motivated to learn to read and write through coordinated adult education programs and services in this dynamic and developing national context.

4. How do you discover the needs of people and relate these to other needs?

You do not generally discover the needs of people by asking them. Most adults need guidance in defining their needs and finding ways of achieving the goals arising out of these needs. We do not always want what we need nor need what we want, nor can we always be coherent about either. Literacy materials should generally deal with content which is consistent with local governments' educational and economic development policy and should be planned in cooperation with agricultural and extension educators, health educators, community development personnel, and so on. However, literacy materials must encourage adults to do that which is feasible and that which is within the context of the lives of the adults in the program.

We are woefully lacking in studies of the nature of literate populations in the various lesser developed countries. We need to know more about who these people are, how they think, what they do, how they spend their spare time, what their ambitions and hopes are. Too many adult education programs in these countries are "funnel" operations which assume that if you make the information available that adults should know, it will be useful to them.

5. What should be the language policy in literacy programs?

The language policy of a country is usually as much (or more) a political question as it is an educational question. Many newly independent countries discard a former administrative language in favor of a local language only to find that the local language is lacking in vocabulary, publishing resources are inadequate, and, in essence, the language closes the door on rapid and efficient communication between the country and the outside world.

In recent years, English has become a strong official language in India, a complete reversal of an earlier trend toward Hindu as a national language. It is unlikely in Africa that local languages will be used extensively as administrative languages for many years to come. The British, of course, have, to a degree, encouraged local languages as a medium of written communication, whereas the French have not encouraged such local languages. In countries where a number of local languages are used, however, one wonders if literacy in these tongues is actually of long-term benefit in that there is such little material to read (and little practical possibility of greatly increasing the supply) that the skill is of little value.

It is likely that local languages in many of the newly independent countries will be encouraged when a large enough group of people speak the language to make publishing feasible in that language. Otherwise, there will probably be a strong push in many countries to encourage common use of a second language, such as English or French.

In any case, it is usually not the prerogative of outside advisers to decide the language policy for the local country. Methods of adult education are much the same no matter what a language policy may be and advisory services generally should be limited to implementing educational objectives within accepted language matrix.

6. What literacy method should be used?

More claims and counter-claims are made concerning methods of teaching literacy than in probably any other area of education. Less controlled research on methods in literacy has been undertaken than in probably any other field of education.

To be sure, there is considerable research on teaching children to read. There is little research, however, on teaching under-educated adults to read. If the teaching materials are easy to use by untrained teachers, and if an adult can painstakingly decipher a series of words after having completed literacy training, it is often assumed that the method is adequate.

A number of packets of literacy materials exist which are reasonably easy to use and which assume a rather basic progression of vocabulary, using a number of associative techniques which appear to work. However, most specialists in adult education and reading feel that considerably more work is needed to develop carefully programmed sets of literacy teaching materials which will surely develop maximum skills in the shortest possible time. New literacy materials can certainly draw on newer techniques, such as programmed instruction, methods which have been developed in the teaching of foreign languages, and so on. Support for such

research and development in literacy methods and materials is badly needed.

7. What range of materials should be used to teach literacy?

There are a number of objective techniques useful in improving literacy instruction. Techniques, as distinguished from method, are those things which are done within an overall method to achieve an objective through enriching the course content and making the method more effective.

Amy Nolan Clark of the Department of Indian Affairs lists a number of materials necessary to develop true functional literacy: (1) concept charts (to develop conceptional thinking in oral practice); (2) discussion charts (to develop judgment in oral discussion); (4) study charts (including flash cards for vocabulary practice or for sentence pattern practice); (5) hand charts (direct outgrowth of unit material); (6) check charts (for individual use); (7) direction and explanation charts (to develop an ability to understand and react to directions and explanations); (8) standards charts (made by group to evaluate consumer goods, etc.); and (9) spelling charts (for teaching unit).

The above list of materials for use in a literacy course serve only to illustrate the fact that true literacy skills are more than simply an ability to laboriously decipher the meaning of a series of words. Much more thought is needed in adult education programs abroad as to the kinds of teaching materials which will make an effective educational package.

New materials which will become increasingly important in developing countries include:

a. Television. Most countries either have television presently or are planning television in the very near future. Television is a prestige symbol and it will be a tragedy if effective educational materials are not programmed over these facilities.

b. Films. Many newly independent countries have extensive mobile film programs. The films used in these programs are usually chosen simply because of their availability. The educational impact of these programs is only a fraction of what it could be if adequate films were produced, focused on the educational needs of the audiences.

c. Programed Instruction (teaching machines). This is a relatively new concept which involves carefully sequencing what you are trying to teach in the form of small steps, with reinforcing questions following each step. Time consuming to prepare and test prior to use, these materials may have great potential in accelerating educational programs in underdeveloped areas.

d. Language Laboratories. Language laboratories for teaching foreign languages can also be used to program literacy materials for the teaching of a native language.

A central philosophy leading toward the development of a system of materials would be the ideal and it should be toward this end that much of our assistance is dedicated.

8. What local organizational structure is necessary in each country to encourage adult literacy?

If adult literacy is to be truly a part of the total adult education concern of a country, there must be an organizational structure which places the various specialized adult education interests on a planning board to coordinate literacy activities.

Furthermore, there must be a budget (1) to pay part-time teachers who give their services in the evening and on weekends for literacy work, (2) to allow for the production of literacy materials, (3) to hire literacy coordinators, and (4) to otherwise institutionalize the program much in the same fashion as any of the other special interest areas which are given organizational status.

Too many literacy efforts have been started by well-meaning people who have dealt with faith as a resource, but with no money or organizational backing. Literacy education is a continuous process and, although it is only one segment of a total adult education program, must receive recognition as a distinct activity requiring special attention much as agriculture, health, and other community development interests receive special attention, but, at the same time, working through the other adult education programs.

9. How is reading skill encouraged, once acquired?

Probably the major reason for failure of many literacy campaigns around the world has been the lack of reading materials once the person learns to read. Printers and publishers in most newly developing countries do not consider the new literate a potential market and very little is published for the new reader. A number of publishing programs, such as the Burma Translation Society, have proven that rural people with a limited ability to read will buy simply written, highly illustrated booklets which are both entertaining and informative.

Accordingly, a concern for literacy abroad must include the provision of popular reading materials. This is more than a concern for cooperative publishing ventures between American publishers and local publishers. Such ventures are usually directed toward the provision of textbooks and other materials for the more literate population. The popular publishing problem is one which can be solved only by the country itself through quasi-governmental publishing organizations or through purely commercial ventures to market books and reading materials to rural people.

Other specialized areas in the adult education spectrum can also encourage the new literate to continue to read by providing abundant appropriately written and designed materials in health, agriculture, practical economics, etc.

10. What other government services are needed in newly developing countries to encourage literacy?

In addition to book publishing activities mentioned above, libraries are needed. Again, such libraries tend to be created first in urban centers and cater to the highly literate population. Village libraries, book box schemes, and the like must be encouraged.

Statistics gathering must be improved. Most countries do not have accurate literacy figures. The criterion for listing a person as literate on a census form varies from country to country so that figures are often meaningless.

Teachers must be trained in adult education so that they may use their skills in the evenings to teach literacy and to work with adults. Also, teachers in these countries may serve as book distribution agents. For instance, in Ghana, teachers function very efficiently as book agents for the Bureau of Ghana Languages. Such unique teacher functions should be considered as teachers are being trained at the teacher training institutions.

Improved film production units are needed, and staffs trained in effective instructional programing must be provided to television and radio installations in these various countries.

11. Are there massive approaches that can solve the literacy problem--approaches which can be funded by AID throughout the world?

The purpose of the above catechism has been to lay the groundwork for a definitive no to the above question. Literacy is a function of the total economic, social, and intellectual life of the country. Total support is needed for adult education and the many related and concurrent services, such as agricultural extension, community development, publishing, teacher education, film production, research on methods of education, effective materials for education, and television programing resources. There is no package scheme or program which can be exported from the United States to solve the literacy problems of other countries out of the context of the total adult education needs of the countries.

12. Do we have the manpower to staff up each country with advisors to do the total adult education and literacy job necessary, as suggested above?

Again, a definitive no. We do not have enough specialists in all areas to be able to provide the advisory and developmental services necessary to move all the needed programs and services ahead rapidly in each country. However, the Addis Abbaba Conference on Education in Africa in 1961 and international conferences sponsored by UNESCO, the United States Government, and others have emphasized that regional and subregional arrangements are possible to provide such advisory and developmental services.

A system of regional adult education centers, for instance, could undertake to offer training, clearinghouse, research, advisory, and demonstration services necessary to encourage the development of effective programs in each country in the region. On a very modest budget, UNESCO has undertaken a regional center for reading materials in Karachi which has effectively stimulated activity in publishing in Southeast Asia. This has been done through regional workshops and seminars, "flying squad" consulting teams, small subsidies for risk publishing ventures of significance, or scholarships to allow for training activities.

Although such multi-lateral centers sponsored by UNESCO have potential, regional centers operated by one country have certain advantages. When a number of countries participate in sponsoring a development center in education, conflicts in philosophy and methodology often so enervate the center that it is made all but ineffective, whereas focused direction by one country can provide for consistent leadership.

Summary

Literacy is not a magic skill which answers the adult education needs of newly developing countries. It is a tool which must be developed alongside other basic educational programs if, indeed, functional literacy is to be an achievable objective.

The role of a technical assistance program in helping these countries to achieve literacy must be one of helping the country see literacy as a part of total adult education needs. Service to be offered under assistance programs must be massive and focused so as to have unity.

It is not good enough to have miscellaneous uncoordinated (and often inadequately prepared) advisors in a variety of countries, each undertaking to develop a program unknown to the other advisors in other countries. The limited expert manpower that we have to offer in this area must be centered in regional units which are charged with the development of adult education programs regionally. These units probably should be part of broadly based educational methods and materials centers set up to assist a region in adult education and across the board in educational methods and materials. These centers should be charged with (1) identifying the educational needs of the area, (2) developing pilot programs and materials to help the countries

of the area, (3) sending teams of advisers for short periods to help plan programs, (4) organizing regional workshops and seminars in education, (5) coordinating major efforts to assist in each country, (6) conducting research on the educational problems of each country, and (7) collecting information on what is happening in the region and elsewhere so as to serve as a clearinghouse for the region.

Through such centers, pilot programs and other developmental activities in each country of the region can be encouraged, and often supported by additional funds administered through the center.

Illiteracy is a symptom of many educational, economic, social, and cultural ills, not a cause. To eradicate illiteracy, comprehensive adult education programs, matched with appropriate economic development, must be supported through an assistance mechanism both feasible and focused.

SUMMARY OF THE DELIBERATIONS OF GROUP IV: LITERACY EDUCATION
Chairman: Dr. Seth Spaulding

The following is a brief outline of the topics which were discussed in the group:

I. Need for information about people

II. Supplying materials

III. Personnel
- A. Producers
- B. Teachers
- C. Students
- D. Organizers

IV. Government and its relation to literacy

V. Service in education
- A. Teacher training
  1. Adequate training of adult teachers
  2. Retraining teachers in technical services
  3. Training volunteer teachers
- B. Material development, production and distribution
- C. Supervision

VI. Need for inter- and intra-mission communication

VII. Language of educational programs

VIII. Need for adult education training

IX. Publishing facilities

The following guiding principles were recommended for building adult education programs for literacy training in the developing nations:

1. Adult education has a reciprocal relationship with the education of children. It is recommended that adult education be developed as an integral part of the whole educational program.

2. Cultural differences must be carefully considered. There are certain universals which may, in some instances, prove to be in conflict with local behavioral customs. It is recommended that no system of literacy training be started without first investigating and verifying the cultural differences under which it will be put into practice.

3. In establishing all adult education programs, work completely through the local people.

4. Local literacy instruction has been shown to be most effective when done through school teachers, agriculture extension workers, and other trained leaders of adults. It is therefore recommended that the adult literacy training be conducted by these persons at additional remuneration.

The following illustrative projects are recommended by the Literacy Education group:

I. That some agency be designated as a clearinghouse within the region to carry on the following functions:

   A. Collect materials used in the region
      1. Books
      2. Pamphlets
      3. Posters
      4. Village newspaper
   B. Prepare a "house organ" or newsletter about the region
      1. Literacy programs
      2. Materials programs
      3. Media materials center
         a. Films
         b. Educational broadcasting schedules
         c. Miscellaneous items

II. That programs of research and development be carried on within each region to collect valid information about the following:

   A. Cultural differences between regions
   B. Different languages within a region and the implications for education and materials
   C. Literacy methods -- success and failures

III. That training in adult education be carried on in each mission

   A. Advisory teams to help in--
      1. Production of educational material
      2. Printing
   B. Workshops

ILLUSTRATIVE EXAMPLES (Suggested by the group)

1. Literacy is a part of total adult education program:

   a. Inter-American Institute of Agricultural Sciences, in undertaking agricultural extension work, places as much emphasis on health, home economics, literacy, etc., as on agriculture.

   b. Schoolteachers in Ghana act as book distribution agents for Bureau of Ghana Languages.

   c. Community development block leaders in India coordinate all community development work.

2. Differences must be studied and reflected:

   a. In Uganda, the Bunyoro tribe is active in a literacy campaign in the Bunyoro language. They now are asking for a program in English as a recorded language since they now have motivation to continue learning.

   b. In India, an illustration of four men carrying the country brought to mind the carrying of a corpse. Five men carrying the country signifies the village council carrying the country.

3. Short-term campaigns not useful--long-range plan necessary

   a. Gashyia Corporation, quasi-governmental local language publishing house in Northern Nigeria, is now facing bankruptcy because of lack of long-range plan related to all educational services.

   b. Literacy campaign in Mexico and elsewhere not productive because of lack of long-range plan involving all educational services.

4. Massive programs to solve education problems on worldwide basis usually not feasible--imposition from outside will not be accepted:

   a. "Work camp" concept is slave labor in South Vietnam.

   b. Polzcuana Center - impose teams on countries.

5. Coordination of service necessary:

   a. In Puerto Rico, film production (Fred Wale) in community development not available to literacy programs under Ministry of Education; educational television not planned with other educational services; printing plant under Ministry of Education also operates independently.

   b. In Kenya, best rural education and materials done in health education; community development and others do not use this service.

   c. In Lagos, only materials are under health education of Lagos Town Council; no coordination with others.

6. Informal structure may be more important in a village if the operational leader has been over-used by the bureaucracy.

7. Regional planning:

   Karachi Center

CIVIC EDUCATION
(Taken from the Background Paper)

Civic education includes all public affairs programs that are designed to develop understanding and knowledge of public issues and problems facing the country and its citizens. The purpose of such programs is to develop more intelligent citizenship and public decision-making. The very nature of the subject matter and emphasis toward group discussion is one of the deterring factors in the development of adult civic education in the developing countries.

The first step in building a program of civic education is the identification of the needs and interests of the adults in the community. This is not a simple task. The adult's lack of reading and writing ability will, in a large percentage of the population, be a serious handicap in his ability to think seriously about community problems. However, the problem of illiteracy may be one which a planning group may attempt to solve.

Once the needs have been identified, the next step is the planning of the program or programs which will serve them. Goals must then be established. Just what is expected from a program of civic education for a community? What will it do for the individual? The following items may be important in the consideration of goals for any program:

1. The creation of an interest in the political and civic affairs of the country.

2. Provision for factual information about these affairs.

3. Preparation for optimum participation of the citizens of the nation.

4. Creation of attitudes of loyalty to the governing body.

The third step in making plans for the program of civic education is to determine the availability of resources. Whenever possible these should be gathered from within the community being served. If resources are definitely not available locally, emphasis should be placed upon the importance of developing them.

Adequate planning will generally insure the success of the final step, the action. However, the following operational principles of successful action programs are generally accepted as necessary: (1) Involve as many people as possible in the planning; (2) plan the program with people, not for people; (3) include programs for the whole community and not portions of it; (4) some agency within the community must assume the responsibility for the leadership and take the responsibility for the program, and (5) the program itself must have some relevance to satisfaction of some basic need of the individuals who participate in it.

SUMMARY OF GROUP DELIBERATIONS
Chairman: John Holden

The following items were suggested for discussion:

(1) Official approval by an appropriate agency

(2) A director to lead

(3) A committee to advise on major goals and programs

(4) Discovering needs and interests

(5) Building a program based on needs and interests

(6) Select teachers and leaders

(7) Plans for starting

(8) Publicity and promotion

(9) Implement and supervise program

(10) Evaluation

ON THE INFORMED CITIZEN*

by Joseph M. Welch

...But if our children are to be informed citizens, they will do more than accumulate facts and figures. Far more important than rattling off dates and events is the quality of judgment and understanding our children will bring to bear on them. To be truly informed is to have the habit of setting aside a time and place for reflection. It is to consider all the evidence objectively, to have a healthy skepticism about our own preconceptions, as well as those of others. It is never to accept ready-made opinions but to make our own judgments.

The citizen who ceases to be thoughtful is no longer a good citizen. A civilization which is no longer a thoughtful civilization will slowly die. Its death may not even come slowly. It may end in a few giant thunderclaps of atomic explosions. The one piece of magic remaining in the world which may--which indeed must prove stronger than the hydrogen bomb--is the power of the idea which will give the world peace. For peace will come from the minds and hearts of thoughtful and informed men and women of our time.

*Statement was reproduced for the group by the chairman.

CIVIC EDUCATION

I. The following steps in developing adult education programs in developing nations were suggested:

(1) Study economic, social, cultural, and educational characteristics.

(2) Examine institutional structure.

(3) Look at national goals and values.

(4) Examine these goals in terms of core values of democracy which are, in the American view, essential in a democratic society.

(5) Design a program to achieve objectives.

II. Recommended guiding principles in building adult education programs for developing nations:

A. Civic and public affairs education should promote:

(1) Freedom and dignity of the individual.

(2) A participating citizenry.

(3) High quality government service.

B. Civic and public affairs education cuts across all functional areas and adult education programs.

III. Illustrative projects recommended by the group

(1) Public safety program

(2) Legislative reference library

(3) Bureau of governmental research (university)

(4) Public affairs discussion program

(5) New techniques of mass communications

(6) Key public affairs educators training program

(7) Free public libraries with civic affairs material

(8) Use of public school system to promote public affairs education for adults

(9) Inter-ministerial planning councils for integrated community projects

(10) Consider training of those in criminal justice process generally through exchange of programs, host country seminars, international seminars, etc. (This is an enlargement of no. 1.)

(11) Use of a clearly developed basic course in democratic procedures and policies (to be adapted to the particular country on the basis of experience there).

(12) Assist the national governments to publish and distribute more effective social and economic materials in the area of civic affairs.

GENERAL ADULT EDUCATION
(Taken from the Background Paper)

General adult education programs in the developing nations have usually begun as a result of programs designed to eliminate illiteracy. A UNESCO publication attests to this fact:

> One of the most essential and urgent issues on which UNESCO has been concentrating its resources from the beginning is the problem of adult illiteracy, the eradication of which is basic to the economic and social development of a large number of countries. Undoubtedly the ultimate solution of this problem lies in the rapid expansion of schools, and in particular the extension of primary education, but it is necessary to pay immediate attention to the eradication of the present illiterate population.
>
> Where the problem of adult illiteracy is not a vital issue, there still remains to provide the adults with continuing access to knowledge to enable them to participate actively in the affairs of their local and national communities.
>
> In both the above situations, the civic, social, cultural, and ethical education of adolescents made special requirements in modern societies. [1]

In a report made to the U.S. Office of Education concerned with education in Brazil, the importance of adult education is emphasized. The following is a portion of that statement:

> The Adult Education Campaign was organized in 1947 in response to findings of the 1940 Census, which revealed that 55 percent of the population of Brazil over 15 years of age could not read and write. . ."
>
> . . .
>
> One of the most difficult problems was that of preparing, publishing, and distributing new materials in millions of copies. This was a campaign not only for teaching people to read and write, but also for raising the cultural, intellectual and living standard of a significant portion of Brazil's population. . ."
>
> Most results of the campaign have been considered rewarding. It seems significant that between 1947 and 1952,

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[1] UNESCO, Appraisal of UNESCO's Programmes for the Economic and Social Council (Place de Fontenoy Paris: United Nations Educational, Scientific, and Cultural Organization), 1960, p. 69.

> 6,000,000 readers were distributed without charge. The program has had a stimulating effect on the day-school attendance because of the enhanced attitude toward schooling. Parents have encouraged their children to a greater degree, and in some remote areas education authorities have used the improvised premises for adult schools for regular daytime classes. Authorities have taken increased interest in the elementary school, as have also participating businesses, industrial establishments, and other institutions. The uniting of private bodies with governmental agencies in a common constructive project has produced gratifying results of initiative and success. Brazilians are proud of the program and its results.
>
> Other types of adult education programs already discussed consist of university extension classes, courses in industrial and commercial fields. . ., and private programs. All these opportunities have greatly enhanced the learning potential of the population. This is noticeable in the improved interest and capabilities of those who have profited by basic and advanced adult education.[2]

The section on general adult education in the developing nations need not confine its deliberations to the areas of instruction in adult education, though these could be a significant consideration. Some time, at least, should be devoted to the priority of curricula areas of the program. The primary topic for discussion should be directed toward the establishment of guidelines for developing a complete educational program for adults.

> There seems to be remarkable consensus among adult educators as to the formal steps in successful program development - whether for a single meeting or a year's program. These can be simply stated:
>
> (1) Determine the needs of the constituents
> (2) Enlist their participation in planning
> (3) Formulate clear objectives
> (4) Design a program plan
> (5) Plan and carry out a system of evaluation [3]

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[2] August F. Foust, Brazil Education in an Expanding Economy, Bulletin 1959, No. 13, U.S. Department of Health, Education, and Welfare, Office of Education (Washington: 1959), p. 96-98.

[3] Jack London, "Program Development in Adult Education," in Malcolm M. Knowles, ed., Handbook of Adult Education in the United States (Chicago: Adult Education Association of the U.S.A., 1960), p. 65.

EDUCATING ADULTS IN THE DEVELOPING COUNTRIES*

by Robert A. Luke, Associate Director
Division of Adult Education Service
National Education Association

Everywhere throughout the world the advancing demands of political and industrial development are plunging one nation after another into the 20th century. As economic and living needs change in these countries, so do the needs for education. An educational system that once was adequate if it maintained religious and tribal customs, now must supply technicians, teachers, public servants, representatives to the United Nations, and all the other skills and competencies required by an advancing civilization.

Because of the sudden transformation of many of the under-developed nations of the world to "developing" nations, they have no national reservoir of literate personnel from which to draw the new skills required. In many of the developing countries, the inability to immediately provide adequate educational facilities for children means that even the future hope of having a generation emerge that is literate and trained in the ways of civilization is a limited hope at best. (In India, for example, it has been said that if the entire amount of public revenue was diverted to education, it would be inadequate to provide an educational opportunity for every child of elementary school age.)

In this kind of a social and economic situation, the burden of providing the skills and knowledge required for modern living falls on adult education.

Literacy Education Alone Inadequate

The educational program set up for adults in these countries cannot only undertake to give illiterate adults the skills required to read--it must also provide them with the skills required to operate and maintain machinery, to improve health and housing standards, to increase agricultural production, and to discover the knowledges and awarenesses required to live in a more complex and heterogeneous society. The adult educational requirement of these countries, therefore, cannot be cast in a narrowly vocational role or a narrowly defined type of literacy training; rather, the education of the developing countries must include all of these plus a general education--no matter at how elementary a level presented--which is designed to help individuals live a more satisfying life, participate in community development, and find greater communion with their fellowmen.

One rather highly developed example of this kind of educational approach is Saudi Arabia where the national government and the largest industrial operator (the Arabian American Oil Company) have cooperated to help more than 5,000 Saudi Arabia employees regularly participate during each working day in a broad spectrum of adult education activities. In the evening, 10,000 adults voluntarily enroll in an equally diversified educational program.

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*This paper was prepared for the Conference on Adult Education in the Developing Nations, Washington, D.C., June 14-15, 1962.

In India, the concept of "social education" has superseded, or at least grown to have equal status with, the concept of literacy education. "Social education" is integrated with concepts of community development and provides practical training in health and sanitation practices and the development of agricultural skills. It also provides help to local citizens in non-classroom settings in learning to cope with such community problems as excessive drinking, gambling, and extreme factionalism. Films, radio, exhibitions, traveling teams of social education workers, and social problem skits presented by paid dramatists are among the methods used.

The Community Approach

This "informal" or "community approach" to educational experience, in addition to the provision of classroom learning opportunities, is a prerequisite for participation in the 20th century. Education to be meaningful must be functional, and it often takes place best in the places where it can be put to work: on the job, in migrant workers' camps, in the home, as part of the activities of a group that has some social reason for holding it together, or in the context of pressing economic or political concerns. Many times, too, the most effective means of teaching is not to stand before a class but to sit down with a community group and advise or consult with them on ways of carrying out their own educational aims.

In the Russian language there are two words that express the concept of education: one, obrazovanie, refers specifically to formal education or schooling, whereas the other, vospitanie, means all the things that influence a person, particularly those which affect his attitudes. In the USSR, both concepts are systematically pursued by the Soviet Government in its promotion of the "education" of adults as an instrument of national policy. The "vospitanie" policy is apparent in the effort of the Russian government to try and reach its citizens "where they are"--in the assignment of teachers to go into the fields during the summer months to discuss current events and the latest decrees of the Communist Party, in the utilization of meetings of labor unions for this same purpose, in the use of radio, and in mammoth public meetings, and demonstrations.

The Basic Issue

The ends toward which educational experiences can be directed point up the key issue in worldwide education today--the relationship between "education" and the dual responsibility before the world community of securing and maintaining freedom at the same time it endeavors to meet the rapidly growing requirements for academic, vocational, and social competence.

In a democratic society, "education" cannot be thought of simply as the learning of facts; teaching reading, writing, and calculating; imparting vocational or professional skills; or learning subject matter content in the sciences, arts, and humanities. Rather, education (in Western culture, at least) is invested with the power to change people and help them grow; to give them tools they could use in freeing themselves from ignorance, poverty, and prejudice. At a more sophisticated level "education" is interpreted in terms of learning how to solve problems, of working interdependently with each other in testing out decisions, and of defining the rights of the individual not in terms of unlimited freedom, but in terms of the need to relate helpfully to other people. Carried to its inevitable conclusion, "education" means learning how to recognize reality and yet to not permit this to stand in the way of imagination or creativity. It means being able to adapt to change and at the same time learning how to use the social processes to bring about change. It means learning to cope with the requirements of necessary social control without yielding to pressures for blind conformity.

But how can this educational ideal be obtained in a world where the life expectancy of 90 percent of the population is less than 40 years, half its population goes to bed hungry every night, and 80 percent of its people are ignorant and poor?

Practicing What We Profess

If those of us in this country who are responsible for helping stimulate education in the developing countries truly believe that education for freedom is one of the goals of education, we must be prepared to defend this concept to those who would restrict education to imparting facts or to training in a rather narrowly defined body of skills. We must be prepared to explain--and to understand ourselves--the explicit learnings about human growth and development that can come to adults when they are involved in helping work out the goals and purposes of their own education be it an academic, vocational, or community-improvement program in which they are engaged. We must understand that not only are there individual differences among people but that there are cultural differences from village to village and, therefore, that it is impossible to impose any one pattern of instruction, any one educational institution, or any one body of subject matter. We must defend the task of teachers and of educational leaders as that of helping students visualize, interpret, test, and implement goals that are meaningful to them personally, to their own culture, and to their own national goals.

Organizational Goals

To accomplish all that we must, it is important that we take care that in our preparation of individuals to carry on the adult education tasks in the developing countries that sufficient time and attention are spent in training them in the unique characteristics of an educational program that is usually voluntary and part time and participated in by individuals who can and do make their own decisions about their own patterns of participation or withdrawal.

We must recognize that since adult education is characterized by the multiplicity of agencies and organizations involved in the task that some coordination is essential. In the developing nation, thought should be given to the development of national councils or other administrative device which will effect cooperation and consultation among the many different agencies. Governments should probably be encouraged to consider the consolidation of responsibilities for the education of adults into more appropriate jurisdiction of the Ministry of Education.

In our own country, there needs to be constant liaison and communication between the many private agencies and instruments of government that help stimulate and support the education of adults in the developing countries.

Much needs to be done to make educational programs for adults truly effective. The effort it will take can be counted upon as the most certain way of enabling ordinary men and women to develop their potentialities and live effectively in their changing world.

SUMMARY OF GROUP DELIBERATIONS
Chairman: Robert Luke

The following questions were discussed by the group:

I. What distinctive contribution can be made through adult education in a developing country?

II. Under what conditions should adult education be given priority?

III. What criterion should be used to determine program areas in adult education?

IV. What competencies and resources should be available and opened to the general adult educator?

Discussion of the group concerning discussion questions:

What distinctive contribution can be made through adult education in a developing country?

1. Learn the process of solving their own problems.

2. Speed up the process of change. (Make adults literate in areas toward which developments are made.)

3. Provide a basis of common understanding among the various specialists groups.

4. Develop knowledge, skills, attitudes, and understanding conducive to self-help and individual pursuits of freedom.

5. Raise the dignity of the individual by making him conscious of his responsibilities both as an individual and a member of a group.

6. Promote social, economic, and political progress.

The group suggested that probably English language training and literacy should be a part of a total adult education program. That adult education should not be a competing element but a prerequisite to all development and may be the only bridge between the development efforts of the Government and their people.

The items mentioned above can make a distinctive contribution to the development of a country.

Under what conditions should adult education be given priority?

A distinction was made between adult education as a process--and as a program area. As a process it was seen to infuse every aspect of AID's activities--past and present. The process was defined in terms of systematically helping people (AID staff members, representatives of host country, etc.) learn to do educational problem solving, to cooperate in planning, to stimulate awareness of needs and goals, and to provide effective evaluation. As to future emphasis, there seemed to be agreement that priority should be given to:

(1) Increasing general awareness of the adult education aspect of all cooperative planning endeavors.

(2) Providing key personnel with such additional training as is necessary to become more--(a) sophisticated about the educational implications of their dealing with adults and (b) skilled in learning how to teach others the skills of cooperative planning, problem solving, and evaluation.

As a means of attaining goals in human, social, economic, and political development, consideration should be given to the following:

1. A desire of the host country to undertake such a program.

2. An investigation of available funds, personnel, and facilities.

3. When there is an urgent need to increase production in certain areas such as export areas.

4. When there is a need to create a stable society, or when communists are about to take over the government.

5. When the masses of people demand a better life, or a better standard of living.

6. When AID projects are in two or more areas of development. (For example, agriculture and health) The adult education process should work jointly with the two or more programs.

7. When educated adults are a necessary condition for development of a special program. (For example, health and management)

8. When sufficient resources are available to lead to initial success experiences.

What environment in a country is conducive to starting an adult education program?

1. Requested--there is a desire to develop.

2. The social cycle is one of ferment.

It may be advisable to concentrate adult education efforts in sectors, areas, or segments of the population where the greatest changes are taking place. To attempt to undertake a total program might be unadvisable because the resource requirements may be heaviest in the more slowly developing areas and to expend the necessary resources to achieve results in slowly developing areas may result in impeding progress in other areas and in the total society.

Under conditions of rapid changes, adult education becomes even more valuable because it provides a continuing accessibility of the "tools" needed for power status in a situation where the nature of such tools may be in a state of constant change.

However, the total picture must be considered and the adequacy of other means for achieving the same or similar end(s) must be assessed as well as the ever-present limitation imposed by the availability of resources.

What criteria should be used to determine program areas in adult education?

1. When there is a readiness and desire on the part of the host government to provide better standards of living.

2. When enough resources are available in terms of finances, human resources, and facilities.

3. When need for the adult program by the host government is also recognized by U.S. personnel.

4. When material resources (U.S. and host country) are such that the program can be moved to a self-sustaining basis.

5. When preceded by a study of society to determine if the program can feasibly do the planned job--if the change can be made safely in terms of cultural values, etc.

6. When the outcomes can be predicted with reasonable reliability and can it be measured in terms of criteria developed by the country in terms of its needs and interests.

7. When problems needing adult education arise, aid should be provided on a united rather than on a competitive basis.

8. When the central government demonstrates that it is flexible enough to be ready to consider requests from village leaders for social changes, land reform, health improvement, and stimulate the villagers who are helped to start thinking for themselves?

9. When the program fits into the total development of the national government.

Criteria for Dimensions of Relevance

1. In considering the urgent priorities to be established in setting up a program, a check should be made to see how the program can be seen as meeting at the point of intersection of various criteria:

    a. Does it apply to higher or to lower strata of the society?

    b. Does it apply to courses for the preliterate or to those of university level?

    c. Does it have special relevance to a society which is far along in its development or in the early stages of national experience?

    d. Does it have relevance to immediate needs, or to long-range goals?

What competencies and resources should be available to the general adult educator?

Basic Competencies

1. A general understanding of the foundation areas of learning, for example: philosophical and historical, psychological, sociological, and anthropological.

2. Knowledge of the process of moving from need to program execution.

3. Sufficient understanding of the "need group" to develop their recognition of need.

4. Flexibility sufficient to deal with specialists in subject matter areas.

5. Conviction and an adult education foundation sufficient to teach the process of adult education to subject matter specialists.

6. Knowledge of the frame of reference used by AID in its adult education programs.

7. Ability to work in an interdisciplinary setting.

8. The ability to exercise leadership in securing cooperation from other agencies, divisions, and departments, and utilizing all available resources.

One point should not be overlooked--the value and importance of using all types of mass media--if possible, to implement the program of adult education. If we are to effectively implement such a program, extensive and intensive and intelligent use of the mass media--printed materials, graphics, filmstrips, motion pictures, radio and TV--should be employed.

Training

The inservice training and staff-adviser approach would appear to be the most desirable and workable alternative. It would seem advisable to utilize a procedure of inservice (or in-mission) training to achieve the desirable and essential integration of the various programs now being undertaken as a part of agricultural, health, industrial, etc., AID programs.

Special training can be done in the United States between tours or, in case of immediate need, be returned for this special training. Usually in programing process, enough time is available to get this training job done before actually starting the program in the host country.

Training in the technology and philosophy of education as such should not be considered a substitute for sympathetic, professional understanding of the local people and their cultural institutions.

Counterpart Training

The adult educator usually will train his counterparts in the developing nation. Educators who are not presently competent must be trained by a specialist in the field, on the job, or in special courses or university level courses in the United States as part of an AID carrier development process.

Criteria for Dimensions of Relevance

In considering the urgent priorities to be established in setting up a program, a check should be made to see how the program can be seen as meeting at the point of intersection of various criteria:

1. Does it apply to higher or to lower strata of the society? To the pre-literate or to the university student?

2. Does it have special relevance to a society which is far along in its development, or in the early stages of national experience?

3. Does it have relevance to immediate needs, or to long-range goals?

Conclusion

It seems reasonable to state that there is probably no country in which the United States has programs that does not already have some U.S. activity that could already be labeled "adult education." In all of these situations, better adult education there begins with the U.S. staff itself in its developing a recognition and understanding of the problem of changing and improving (growth) adult behavior.

SUMMARY OF GROUP RECOMMENDATIONS

The six working groups deliberated in six different subject matter areas. Their recommendations regarding adult education were substantially the same, although the wording and emphasis were different. They all recognized that there are essential methods and procedures in the education of adults.

The groups also attempted to identify the adult education activities in their particular subject field as it is carried on in various developing lands. One group even generalized that there was no area of education in the developing country in which the education of adults was not involved. They recommended that "all persons, especially technicians, going on overseas assignments, have a better understanding of the importance of the procedures and processes involved in adult education. AID should arrange to provide special adult education orientation for technicians before their departure from the United States."

The general guiding principle from all of the groups was concerned with the procedures used in the organization of programs of education for adults. This procedure is basically the "community development method," and can be outlined in the following five steps: (1) Determine the needs of the constituents, (2) enlist their participation in planning, (3) formulate clear objectives, (4) design a program plan, and (5) plan and carry out a system of evaluation.

The following outline utilizes these five basic tasks and subdivides them into the various tasks, all of which were suggested in the subject matter areas:

I. Determine the needs of the constituents

A. Study and inventory the attitudes and commitments of the leaders-- official, nonofficial; national, provincial, community.

1. To be done under a design for survey with trained personnel.
2. Use, whenever possible, the local nationals.

B. Study the national customs, ethnic groups, family patterns, and national and local traditions.

1. Use interviewing specialists from the countries being served.
2. Utilize local media.
3. Converse with nationals, official and nonofficial, national, and local.
4. Recognize unidentified needs.

II. Enlist citizen participation in planning

A. Analyze the power structure.

1. Involve them in the planning and execution of programs.
2. Build upon the creativity of the people.

B. Assess the possibility of local or national support.

III. Formulate clear objectives

A. Identify the needs in terms of the people with whom the planning has developed.

B. Let the people establish priorities in terms of programs.

C. Help the people to decide what they need.

IV. Design a program plan

A. Use the creativity of the people.

1. Select local resources whenever possible.
2. Produce materials which may not be available.

B. Help them to continue the programming without assistance from any other foreign power.

V. Plan and carry out a system of evaluation

A. Carry on research projects of adult education

B. Communicate with other field services.

The above outline of recommendations was taken from the reports of the subject matter area groups. Many of them are repeated in the recommendations of the final plenary session. Also, most of the recommendations from the final plenary session were found in one or more of the group deliberations, although not from all groups.

FINAL PLENARY SESSION

RECOMMENDATIONS

June 15, 1962

I. Some one person should be assigned to each AID mission to organize and administer adult education training programs in the processes and methods for the education of adults.

A. He should have had recognized training and demonstrated competence in adult education methods--group processes in the furtherance of socioeconomic changes.

B. He should provide leadership for programs of in-service training in adult education in cooperation with AID field parties.

C. He should assist the host country's local and national educators in improving their techniques for the education of adults.

II. AID programs of education for foreign nationals should be developed by means of approved adult education principles and procedures, using democratic methods.

A. During the planning process, include all who may be involved by a program.

1. Include AID mission staffs.
2. Include the host government's officials and strive to interest them in the involvement of lay persons on the community level.

B. Assist and encourage the foreign nationals to involve citizens in making a study of current practices and facilities.

C. Decide about the types and kinds of programs in cooperation with people who will be affected by the program.

III. Trainees from a host country who are sent to the United States for continuing education, and who may be concerned with the education of adults upon their return, should be oriented to the philosophy and given training in specific skills in adult education.

A. The criteria for the selection of the trainees should be clearly stated prior to the choice of the candidates in order to insure the most qualified person based upon the criteria.

B. Such skills should include:

1. Sensitivity to other people
2. How to diagnose readiness for adult education programs and projects
3. Adult program planning principles
4. Psychology of adult learning
5. Processes of sociological change.

IV. Provide research funds for an interdisciplinary study of adult education.

A. Studies could be made in selected communities in the United States with reference to their implications for adult education overseas.

B. Make a comparative study of current educational programs for adults in the developing countries.

C. Establish one or more pilot programs in each of the areas.

V. The use of new mass media and new teaching devices should be used in the underdeveloped nations only after they have been subjected to and proved to be effective by carefully controlled experimentation, both in this country and in various cultures of foreign nations.

VI. It is recommended that a continuous, ongoing, inservice training program be conducted within AID missions, using adult education methods and media to encourage all workers to adopt the results of recent communication research.

A. The purposes of such inservice training programs would be:

1. To establish a free and permissive climate for communication for--

(a) Two-way vertical communication between individuals in the organizational "line."
(b) Two-way horizontal communication between individuals in field parties.

2. To gain an understanding of the necessary value of two-way communication.

B. Personnel within missions should be encouraged to communicate with their counterparts in other missions.

VII. The chiefs of the various field parties within each mission should be apprised of the advantages and opportunities available through the use of adult education procedures.

A. The chief of education in each mission could demonstrate an adult education procedure by the use of conferences organized and conducted similarly to this one.

1. Include both adult education specialists as well as technicians.
2. Organize face to face work groups by heterogeneous selection to stimulate maximum cross communication and changes.
3. Allow opportunities for groups to communicate in an exchange of opinions and experiences.
4. Organize and conduct "nondirective" conferences in order to encourage discussions of the "hidden agenda."

B. Use other methods for educating adults by involving the various field parties in programs on a volunteer basis.

VIII. Use grant monies in ways that will help people to be directed towards a democratic way of life.

A. Involve people in planning programs for the education of adults.

B. Encourage the participation of those engaged in the planning.

IX. Each Bureau should establish regional centers with traveling teams of specialists to assist field parties in organizing educational opportunities for adults.

A. Traveling teams of experts could provide effective communication, including face-to-face consultation between and among the field parties.

B. The personnel of the centers should be free to move from country to country within each region.

1. They should conduct inservice training programs concerning the education of adults.
2. They should assist field parties in organizing educational programs for adults including the training of national leaders.

C. The centers should be able to call upon resource persons to conduct specialized training programs for the education of adults.

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APPENDIX

PRESENTATIONS TO THE CONFERENCE

The first general session of the conference was devoted to the general introductory comments and three major addresses. The conferees were officially greeted by the Deputy U.S. Commissioner of Education, Wayne O. Reed. In his remarks, Dr. Reed classified adult education as the "fourth dimensional" education in America, and that its challenge had an "immediate effect on the life and developments in other countries."

The other addresses were presented by Robert Jacobs, Chief, Education Division, Office of Educational and Social Development of the Agency for International Development; Frank M. Coffin, Deputy Administrator for Program, Agency for International Development; Ralph Ruffner, Acting Director, Office of Educational and Social Development of the Agency for International Development; and Edward Warner Brice, Acting Director, Adult Education Branch, U.S. Office of Education. The texts of these presentations, a bibliography of the background materials, and a list of the conference participants are printed on the following pages.

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ORGANIZATION AND AIMS OF THE AGENCY FOR INTERNATIONAL DEVELOPMENT*

by
Robert Jacobs
CHIEF, EDUCATION DIVISION
OFFICE OF EDUCATIONAL AND SOCIAL DEVELOPMENT
AGENCY FOR INTERNATIONAL DEVELOPMENT

Judging from the kinds of inquiries that are received daily, there is some confusion and misunderstanding about the organization, the aims, and the programs of the AID. Perhaps, an attempt to clarify some of these misunderstandings will contribute to the achievement of the purposes of this conference.

The Agency for International Development, the new agency for administering the foreign aid programs of the U.S. Government, is the new agency that replaced the International Cooperation Administration and the Developmental Loan Fund, combining the functions of these two organizations into a single unit. ICA no longer exists. AID has replaced it.

There are both misinterpretations and confusion about the way the programs of this agency operate, particularly those of finance. These items have bearing on some of the topics that will be discussed at this conference.

First of all, the amount of money that is available in the total foreign aid appropriation for technical assistance is rather small. For example, in fiscal year 1961, of the 3.8 billion appropriated for mutual security, only 150 million was appropriated for the technical assistance program. This represents about 4 percent of the total amount. Of this 150 million, only 21.7 million was available for education. This represents 14 percent of the 150 million, or roughly 0.6 percent of the total 3.8 billion. This amount is not pulled out of the hat but is derived from actual project submissions from our field missions. These submissions form the basis for the Congressional presentation, the exercise whereby the Agency asks for an amount of money to operate programs each fiscal year. This amount is usually trimmed back considerably in the Congressional deliberations so that it becomes necessary to cut back some parts of the presentation. This means that projects and programs planned by the field missions in response to requests from host governments usually have to be looked at again, and cuts in terms of priorities have to be made in each country. Some of the inquiries and proposals we receive seem to be based on the assumption that there is a huge bank account against which to draw and which is available to finance various types of proposals and schemes that organizations, groups, or individuals may have as to how this program should operate. This simply is not true. In a large sense the money is spent--at least it is programmed to be spent--before we ever get the appropriation. And this programing is in terms of hard priorities as determined by field missions and host countries.

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*This paper was delivered before the first general session of the conference on Adult Education in Developing Nations, Washington, D.C., June 14, 1962.

A second point that is important to keep in mind about this agency is that our programs are in response to particular requests from host governments. We operate with the consent of the host government and at the specific request of the host government under a bilateral treaty arrangement with that country. We do not impose programs upon them. We attempt to work with them in deciding priorities and meeting their needs as they see them, but we do not decide what is good for them and say this is how it should be.

A third important point to keep in mind is that the work of this agency is directed largely toward developing local capability to manage problems. In the field of education we are attempting to help train teachers, prepare materials, and develop adequate physical facilities for host countries desiring help in order to enable them to carry on their own programs of education. This must be kept in mind in the field of adult education. We would not attempt to go into the host countries to educate adults, that is, to do the job for them, or to operate adult training programs. Our emphasis and our effort would be directed toward trying to train teachers and develop the resources that are necessary for local institutions in the host country to carry on adequately an effective program for the education of adults.

The organization of the Agency is now primarily built around four major regional bureaus--the Africa/Europe Regional Bureau, the Latin American Regional Bureau, the Near East/South Asia Regional Bureau, and the Far East Regional Bureau. These four bureaus carry operational responsibility for the programs of the Agency.

In addition to these four bureaus there are several staff units. One of these is the Office of Educational and Social Development, the office into which the Education Division is fitted. This office has the broad function of providing senior staff guidance to the various units of the Agency with respect to the programs that it operates. Hence, the interest of the Office of Educational and Social Development in helping to sponsor this conference. Our hope is that the conference will result in developing some sort of conceptual framework, general guidelines, and recommendations for the operation of adult education programs, hopefully giving a new look to this entire broad area and perhaps giving us the context of the background that has been described.

Hopefully, the product of the conference will be a set of guidelines and a list of recommendations upon which we can base action programs and which will serve as guidance to the four regional operational bureaus in carrying out adult education programs. On the one hand, the resources we have are the specialists who know something about adult education as it operates in this country and, on the other hand, the Agency representatives who know something about the operation of programs overseas and the specific problems and needs arising in the overseas situation. By mixing these two resources we can come up with a conference result, a conference product that will be useful to the Agency in mapping out strategy for providing assistance in carrying out adult education programs in the overseas situation.

SETTING THE STAGE FOR THE CONFERENCE*

by
Frank M. Coffin
DEPUTY ADMINISTRATOR FOR PROGRAM
AGENCY FOR INTERNATIONAL DEVELOPMENT

Thank you, Professor Hadlock, colleagues, ladies and gentlemen. My object in speaking to you this morning will be as brief as possible because if we are going to get our money's worth we want to turn you folks free to do some thinking and discussing just as soon as possible.

I had a great thrill this morning after I came in and sat down. I was presented with this name tag, which listed me as a consultant. This is the first time I have ever been a consultant. I feel that in this group at this conference I deserve to be called a consultant as much as a patient in extremeness deserves to be called a medical practitioner when he calls in several doctors to diagnose his case.

Now, I suppose that the patient does play a role in that the remarks and reactions of the patient help the doctors gathered round his bedside to decide what's wrong with him and how his condition can be improved. But unless we call that type of response consulting, I am afraid my label is somewhat a misnomer. Because we come to you today in search of illuminating guidelines, as Bob Jacobs has said. We expect great things from this effort which we, in conjunction with our good friends in the Office of Education, are making.

When Dr. Ruffner came to me sometime ago with plans for Professor Hadlock's activity and this conference, we had a long session about how we would approach the subject of adult education, and what we could expect out of it to justify the allocation of our funds for this purpose. And I think we can expect a great deal of seminal thinking that in time can produce quite a change in our activities both in Washington and in the field. It will not take place overnight. But I think that out of this will not only come an awareness but also, I hope, some rather specific thoughts that will be helpful to that fellow in the field whose job it is to put together a program for economic and social development in the country in which he is serving.

Now, at the present time, our work in adult education is rather hard to capsule. I asked Dr. Jacobs for whatever facts he could readily pull together and he gave me a list of types of activities in community development, in agricultural extension work, in women's education, in English language instruction, in the training of teachers for adult education work, in the work of training military personnel in certain countries in vocational skills for use upon the return of such personnel to civilian life, in the development of adult literacy materials and in a number of vocational training projects.

When all is said and done, we can not identify very accurately either the amount of funds or the amount of technicians that we can say are in the field of adult education. I think we do have this conclusion, and that is that we are not taking advantage nearly

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*Address delivered before the first general session of the conference on Adult Education in the Developing Nations, Washington, D.C., June 14, 1962.

enough of the opportunities which effective adult education programs in many countries could provide for a stepped up pace on the part of those countries, in both economic and social development. The magnitude of the problem, whether we speak of adult education or primary education or whether we speak of health or whether we speak of labor, public safety or any of the other fields of technical assistance, is immense. Now, it will not serve us as much as we would like if you would gather here and merely talk about the magnitude of this country, of the UN, of other countries, of all financial institutions to the field of education. It would not serve our purposes either if you were to expend your energies in telling us why adult education is important. I think we can assume that as a given. We all come from States, at least I do, where adult education is just as much lacking domestically as it is in our own foreign operations, but we are under the gun to mount the most effective type of foreign aid program to serve the objectives of our country and we must proceed in all kinds of efforts abroad, even though our efforts at home are less than perfect.

What, therefore, I would like to see come out of this conference are the answers to the three questions, when, what, and how. Not why, because we can assume that and not how much because no one can estimate that with any degree of real system. But when do we make sense by going for an adult education problem in a given country? What kind of an adult education program is suited for a particular country in a particular stage of economic or social development? And how can such a program be initiated and carried out?

The structural organization of AID has been briefly described to you by Dr. Jacobs. May I elaborate for just a moment on the concepts, the mental framework in which our programmers must operate both in Washington and in the field. The easiest thing for you experts to do would be to urge that every country have a full range of adult education programs, because every country, including our own, would need this. Our funds, however, are limited. They are not now quite as limited as they were in the past. Our development grant category is increasing. And, we hope it will continue to increase, and we hope that the funds available for education will increase. But we have missions and representatives in some 73 countries. We cannot expect in any one country to have a complete range of programs in health, labor, transportation, industry, education, and so on. So our programmers are directed to analyze the situation in the country in which they are serving, to devise first of all a strategy of U.S. aid for that country, bearing in mind what can be expected from the host country itself, from other countries and institutions. They are then directed to devise within this strategy a program slanted to achieve a very restricted number of objectives. And the funding of these programs is to be recommended in order of priority.

We are trying to teach our people--and admittedly this is in the infancy of what we might call the inter-disciplinary art of development--to think of how they can relate education to health, to jobs, to infrastructure, so that when they submit a program to us involving education they also take into account a health program that makes sense for that country if the children we educate are to remain alive for a decent length of time after they complete their education.

To devise economic programs that will provide the kind of education so when children graduate they do not form an explosive pool of unemployed or underemployed. And, at the same time, they should focus on the proper carrying on of the necessary governmental activities so that the basic procedures and policies of the country are such that teachers can get the kinds of wages which in turn are based on the kinds of tax collections and the kind of administrative structure that make the entire operation something advisable.

Now, in this framework, therefore, I would like to have you talk about different kinds of countries. I know that a great deal of experience is represented here. I would like to have you address yourself to the question in this type of country: What is the priority need in education? Under what circumstances is it wise to stress adult education before you mount a widespread program of elementary education? If only a limited adult education program makes sense or can be afforded, what kind of an adult education will give the quickest pay-back? What's the proper balance between a quick pay-off for an adult education program and a long-run investment in adult education? Does it make a difference whether the country is very small in population? So that a limited number of trainable adults would make a demonstrable impact for the near future on that country?

To what extent does it make a difference whether subversion, either within or near the borders of a nation, is a problem? In a country in an explosive condition, does adult education make a greater contribution than in a country which may be very primitive and in need of investment but has not reached the stage where its people are explosive?

These are the kinds of questions I hope you ask, because it is this type of guideline--selective guideline--shedding light on priorities under different conditions that will be most useful to the desk officer for Indonesia, or the desk officer for Chad, as he instructs his program officer in the field to follow certain general instructions from Washington.

It is this type of guideline, when we send it out to the field, that will educate our mission directors and their deputies and their program officers as they seek to come up with a program for that country that strikes a reasonable balance between economic investment and social investment, and works in technical assistance, whether it be health or education, or, within education, whether it be adult or primary or higher education.

So that we are talking about a thrust forward, both as far as the gross national product in material things is concerned, and the gross national product in terms of the upgrading of human resources is concerned.

I wish I could be more definite about the kinds of questions that we think it would be profitable to address, but I suppose that is the reason for this conference, that we do not really know all of the pertinent questions.

But to the extent that you can be selective, that you can be discriminating, as between the situation that we face in India, a massive country with a fairly adequate bureaucracy, or the situation we might face in Chad or the Cameroons or Somalia, where we have either a very primitive newly emerging country or a country where another type of educational system is dominant, or whether we talk about Latin America, and within Latin America either a big country such as Brazil or a much smaller country.

The Far East presents an entirely different set of perspectives. Some of the countries in the Near East and South Asia have variations that are just as far apart as the country of Turkey is from the nation of Ceylon.

If I go any further I will be cheating AID and the Office of Education of the opportunity to pick your brains. I will close by saying on behalf of the Administrator, Fowler Hamilton, and all of us at the Agency, how grateful we are to you busy people to take time out to come here and participate in this rather unique conference, certainly unique for AID, and we hope that it will be such a signal of success that we can point to it as a model, not only of cooperation with one of our sister Agencies, H.E.W., but also with the articulate and sophisticated and experienced private community which in itself is a tremendous resource which we should avail ourselves of just as often and just as deeply as possible.

So I wish you the best of success in your endeavors, and I eagerly await the final product. Thank you.

A FRAME OF REFERENCE TO GUIDE THE CONSIDERATION OF A.I.D. ASSISTANCE TO ADULT EDUCATION*

by
Ralph W. Ruffner
Acting Director
Office of Educational and Social Development
Agency for International Development

The existence of relatively large numbers of illiterate and unskilled adults within the populations of most, if not all, developing nations constitutes a major problem area for these countries with regard to the progress of national development. Not only do these adults represent an ever-growing source for actual and potential trouble with respect to a wide range of activities, but they also represent considerable and continuing under-utilization of mature human resources against the interests of economic, social and political development.

Education, broadly conceived, is the primary means for the eradication of adult illiteracy and for enabling unskilled adults to acquire certain job competencies. Accordingly, predecessor organizations of the Agency for International Development have provided assistance over the years--at the request of individual host nations--to various types of adult education programs in developing countries. This assistance, in some measure, has been concerned with literacy training, but it has been given largely in the area of training for a variety of specific occupations--consistent with the basic focus of predecessor organizations upon economic development.

Now, the Foreign Assistance Act of 1961 has broadened the concern of A.I.D. beyond economic development narrowly defined--as indicated, for example, by the following statement in Part I, Chapter 1 of the Act:

> Assistance shall be based upon sound plans and programs; be directed toward the social as well as economic aspects of economic development; be responsive to the efforts of recipient countries to mobilize their own resources and help themselves; be cognizant of the external and internal pressures which hamper their growth; and should emphasize long-range development assistance as the primary instrument of such growth.

In accordance with the broader concept expressed by this statement and because of the growing seriousness of the previously cited adult area problem, the Office of Educational and Social Development (ESD) believes that a "new look" at A.I.D. programs and activities in the field of adult education now is required. In addition to these two main reasons, a "new look" would help A.I.D. to be more responsive to an increasing number of inquiries and proposals concerned with adult education in developing nations being made to the Agency by various outside individuals and organizations (particularly with regard to literacy).

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*Address delivered before the first general session of the conference on Adult Education in the Developing Nations, Washington, D.C., June 14, 1962.

Central to such a "new look" should be consideration of the point of view that the problem area concerned should not be addressed solely or largely in terms of literacy or job-skills training--important though these sectors are. Rather, it is felt that broadly conceived programs of adult education must be designed and implemented by developing nations--integrated programs which will include such major elements as literacy, vocational, health, home and family life, and citizenship sectors. In terms of possible A.I.D. assistance to such programs, this broad approach holds the increasing and challenging possibility of interrelating various specific technical fields--Education, Health, Industry, etc.--within the central theme of Adult Education.

However, there is a major danger involved in considering what A.I.D. programs and activities should or might be in a given, specific part of the totality of the Agency's operations--such as, in this case, Adult Education. The danger is that the "part" may be considered without due regard for the "whole"--i.e., consideration of the part may take place without adequately relating it to an appropriate overall frame of reference.

The primary purpose, then, of this paper is to present the outline of a suggested frame of reference to guide the consideration of A.I.D. assistance to adult education. It is held that such a frame of reference should give due cognizance to theories of development, to the Agency--A.I.D.--which is involved, and to adult education as a professional field. Accordingly, the body of the paper has three main parts, as follows:

A. Factors in Theories of Development

B. Selected A.I.D. Highlights

C. A Concept of Adult Education for Developing Nations

A. FACTORS IN THEORIES OF DEVELOPMENT

Terminology

Many theories of development--as applied to the concept of nation-building--have been, and continuously are being, advanced, by some who claim completeness for their theories; others, who are wiser, fully admit their theories still are in the process of being formulated. Among these theories are some which proceed essentially from or claim primacy for a single sector of development, such as the economic--or a single resource for development, such as the human--or a single functional sector in development, such as Education.

Arising out of these theories is a welter of terminology referring to aspects of development, a paucity of meaningful definitions for the terminology, and a minimum of effective explanation on the interrelationships between general terms which are freely used.

It is not the intent of this part of the paper to attempt to resolve the aforesaid problems. Rather, an outline is presented of what might be called "basic factors" in the broad area of development theory, and a procedure is indicated for establishing interrelationships between these basic factors, once they have been defined effectively.

Basic Factors

The starting point in deriving a most effective theory of development is the term "national development"--which indicates and encompasses the totality of ends, means and processes as related to nation-building. "National Development," in turn, may be subdivided into three broad components, as follows: resources for development; development sectors; and functional sectors.

Resources for development, in turn, may be classified under three main headings, as follows: human resources; material resources; and--made up of the interaction of human and material resources--institutional resources. Of the three, the most important is the human.

There are three development sectors, as the term is used in this paper--the economic, the social and the political. Of the three, social development is the keystone, for out of the "society" comes the fundamental individual and group motivations which, on the one hand, indicate goals of and supply driving power for national development, and which, on the other hand, may furnish basic deterrents to progress for such development. Economic and political development, essentially, become means to the ends of social development. And social development, in the overall sense, determines the ultimate values of economic and political development.

It is necessary to indicate here that additional basic factors are created by the interaction of resources for development with development sectors. That is, besides the general meanings of human, material and institutional resources within the broad context of national development, each of these three resources also has more specific, and yet basic meanings for each of the three development sectors--the economic, social and political.

Finally, there are functional sectors to national development. The life of an individual is organized about and proceeds on functional bases. In over-simplified terms, perhaps, the individual human being during his life-time is concerned with: (a) the continuing growth of his mind and spirit with respect to acquiring skills, knowledge and attitudes; (b) the maintenance of physical and mental well-being; (c) food and shelter; (d) work--vocation--a job; and (e) participation in a range of institutional activities designed to insure items a through d preceding. In traditional--yet still useful--foreign aid terms, major functional sectors are Agriculture, Community Development, Education, Health, Housing, Industry, Labor, Public Administration, Public Safety and Transportation.

In summary, 29 basic factors in theories of development have been identified in this part of the paper. In order to derive a most effective theory of development, each of these factors must be clearly and succinctly defined. They follow, in outline form, but numbered in chronological order.

1. National Development

2. Development Resources

3. Human Resources
4. Material Resources
5. Institutional Resources

6. Development Sectors

7. Economic Development

8. Human Resources
9. Material Resources
10. Institutional Resources

11. Social Development

12. Human Resources
13. Material Resources
14. Institutional Resources

15. Political Development

16. Human Resources
17. Material Resources
18. Institutional Resources

19. Functional Sectors

20. Agriculture
21. Community Development
22. Education
23. Health
24. Housing
25. Industry
26. Labor
27. Public Administration
28. Public Safety
29. Transportation

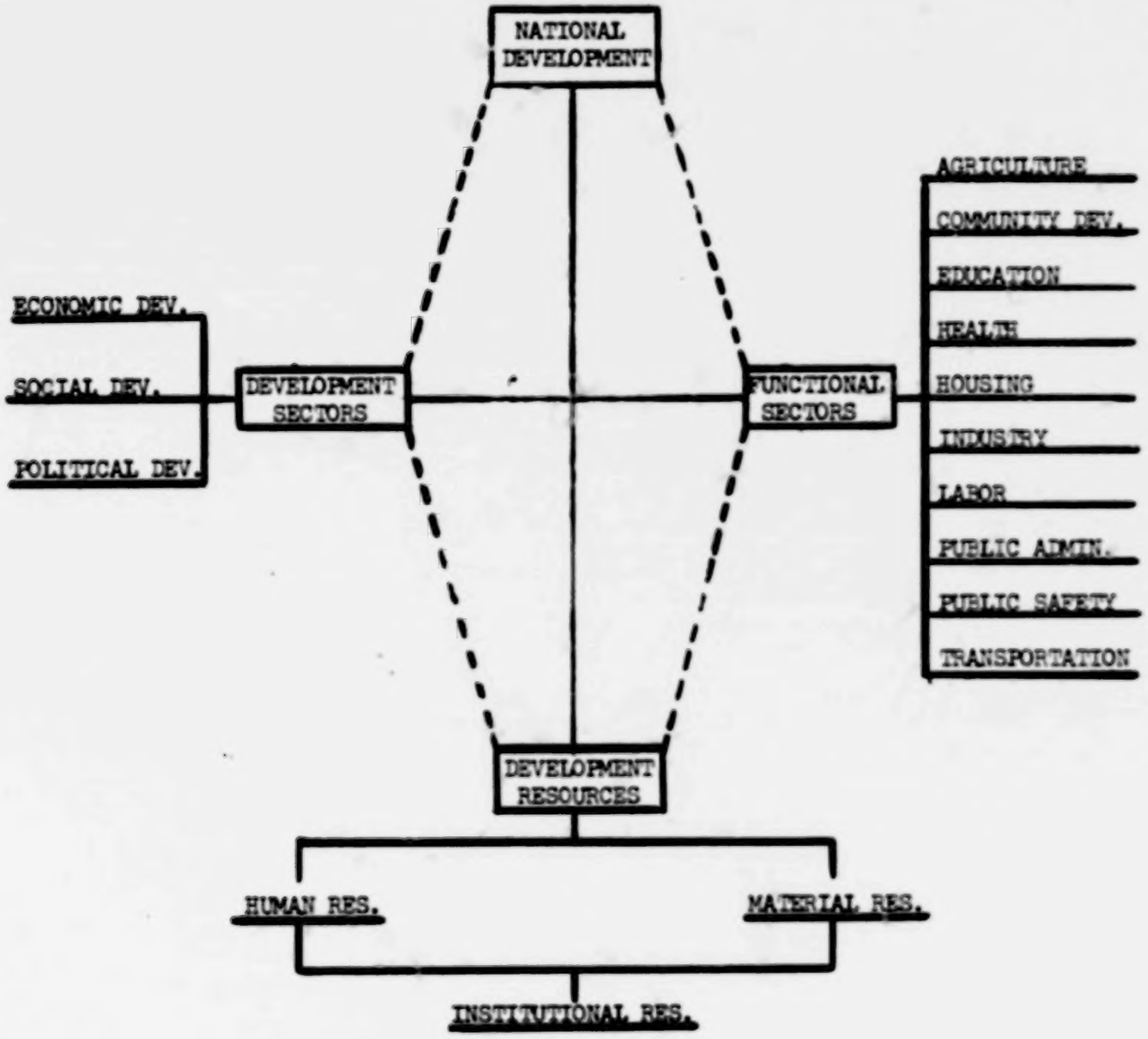
Inter-Relationships

Once basic factors in theories of development have been identified and effectively defined, consideration then can be given to the establishment of interrelationships between the basic factors. What, for example, is the relationship between Education and National Development--or Human Resources--or Economic Development?

At least in a theoretical sense, each of the 29 basic factors identified in the previous section has a relationship with all the other factors. Enclosed at the end of this part of the paper is a chart which lists these basic factors, and which indicates the total number of relationships involved between them. Definitions of the basic factors are indicated in black and by a single letter--interrelationships are indicated by letter combinations, such as "AB," "AC," etc.

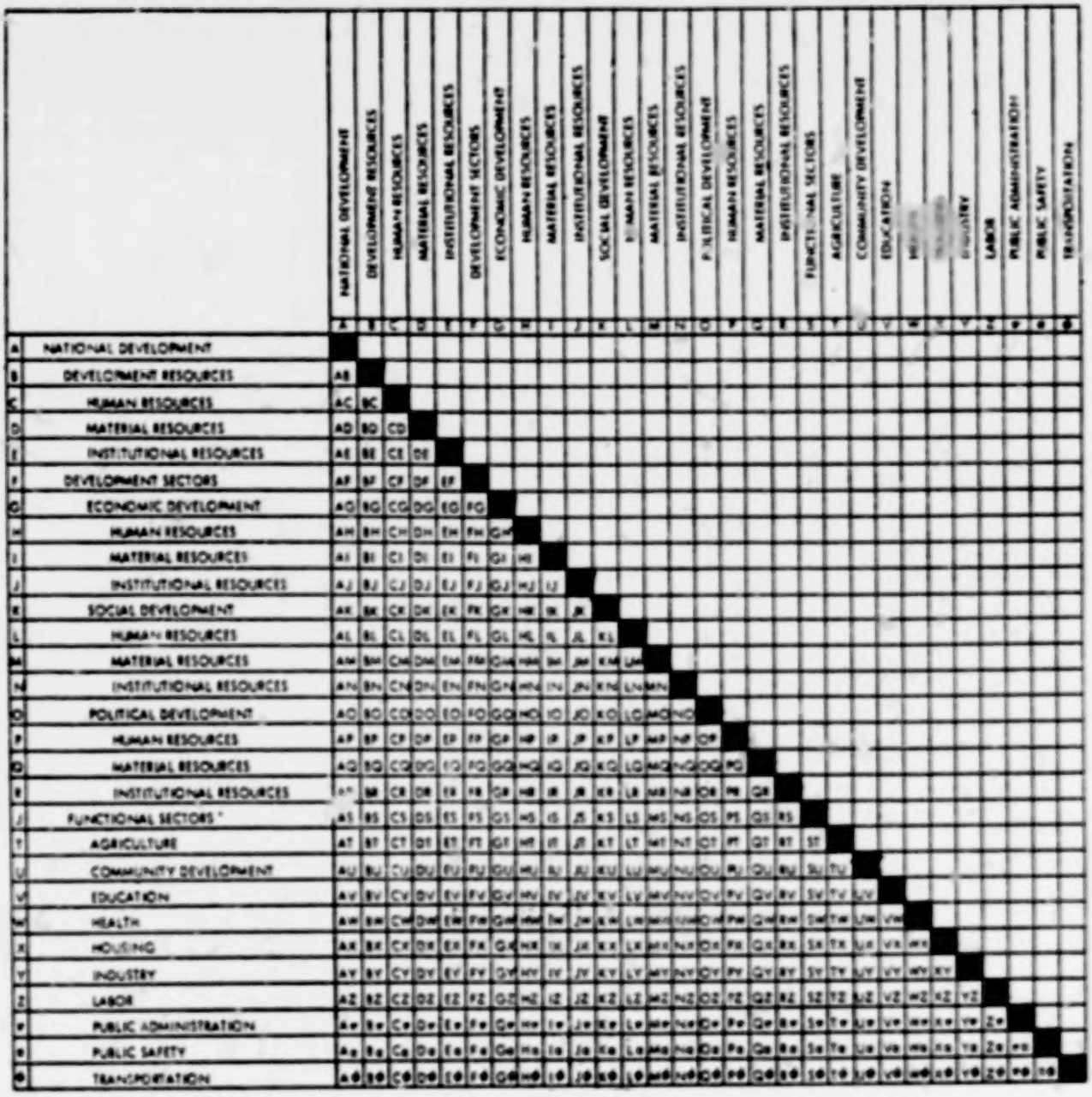
Perhaps the chart is "over-mechanical," but it does indicate a procedure which can be followed for developing specific interrelationships, and these then can be put together into integrated wholes, starting from any one of the factors involved. The chart also may serve as a checklist for analyzing statements of theories of development for completeness.

BASIC FACTORS IN THEORIES OF DEVELOPMENT



INTER-RELATIONSHIPS BETWEEN

BASIC FACTORS IN THEORIES OF DEVELOPMENT



B. SELECTED A.I.D. HIGHLIGHTS

1. Establishment

"The Agency for International Development (AID) was activated on November 4, 1961, pursuant to the Foreign Assistance Act of 1961.

"The new Agency's operations and responsibilities are both vast and complex. It is responsible for administering several billion dollars a year for world-wide development programs. AID now administers U.S. assistance programs in more than 80 foreign countries. Its staff includes more than 15,000 direct-hire U.S. and foreign national employees, of which about 13,000 are serving overseas. In addition, close to 2,000 people work for the Agency indirectly as contractors or contractor employees.

"AID responsibilities include those formerly dispersed among the International Cooperation Administration, the Development Loan Fund, and other agencies.

"The reorganization of an effort as extensive and complex as the U.S. foreign assistance program requires much time and talent, although considerable progress has already been made, the new Agency must still be considered in its formative stage. Additional time and continuing effort must be devoted to making the new organization wholly effective in achieving its objectives in the Decade of Development."

(From page 41 of the AID document, "Proposed Program for Fiscal Year 1963, Volume I")

2. Policy

"It is the sense of the Congress that peace depends on wider recognition of the dignity and interdependence of men, and survival of free institutions in the United States can best be assured in a worldwide atmosphere of freedom.

"To this end, the United States has in the past provided assistance to help strengthen the forces of freedom by aiding peoples of less developed friendly countries of the world to develop their resources and improve their living standards, to realize their aspirations for justice, education, dignity, and respect as individual human beings, and to establish responsible governments.

"The Congress declares it to be a primary necessity, opportunity and responsibility of the United States, and consistent with its traditions and ideals, to renew the spirit which lay behind these past efforts, and to help make a historic demonstration that economic growth and political democracy can go hand in hand to the end that an enlarged community of free, stable, and self-reliant countries can reduce world tensions and insecurity.

"It is the policy of the United States to strengthen friendly foreign countries by encouraging the development of their free economic institutions and productive capabilities, and by minimizing or eliminating barriers to the flow of private investment capital.

"In addition, the Congress declares that it is the policy of the United States to support the principles of increased economic cooperation and trade among countries, freedom of the press, information, and religion, freedom of navigation in international waterways, and recognition of the right of all private persons to travel and pursue their lawful activities without discrimination as to race or religion.

"Accordingly, the Congress hereby affirms it to be the policy of the United States to make assistance available, upon request, under this part in scope and on a basis of long-range continuity essential to the creation of an environment in which the energies of the peoples of the world can be devoted to constructive purposes, free of pressure and erosion by the adversaries of freedom.

"Also, the Congress reaffirms its conviction that the peace of the world and the security of the United States are endangered so long as international communism continues to attempt to bring under Communist domination peoples now free and independent and to keep under domination peoples once free but now subject to such domination. It is, therefore, the policy of the United States to continue to make available to other free countries and peoples, upon request, assistance of such nature and in such amounts as the United States deems advisable and as may be effectively used by free countries and peoples to help them maintain their freedom. Assistance shall be based upon sound plans and programs; be directed toward the social as well as economic aspects of economic development; be responsive to the efforts of the recipient countries to mobilize their own resources and help themselves; be cognizant of the external and internal pressures which hamper their growth; and should emphasize long-range development assistance as the primary instrument of such growth.

"The Congress reaffirms its belief in the importance of regional organizations of free peoples for mutual assistance....

"Finally, the Congress urges that all other countries able to contribute join in a common undertaking to meet the goals stated in this part."

(From Section 102, Chapter 1, Part I of the Foreign Assistance Act of 1961)

3. Program

"One year ago, new principles in the American foreign aid program were proposed by President Kennedy and the Congress enacted these into the Foreign Assistance Act of 1961. These principles recognized that the foreign aid process must be evolutionary, and that time would be required to achieve the improvements in the program which are needed. Nevertheless, progress has already been made in improving the foreign aid program. The new aid program stresses five points:

"First, it recognizes that foreign aid can furnish only one of the ingredients needed for development, i.e., imported resources. These resources must be joined with those which can be furnished only by the host country if it is to remain independent....

"Second, the new program emphasizes the need for action by recipient countries to base their governmental and private development efforts on long-range planning with definite goals and clear priorities....

"Third, the new program will undertake advance commitments for loans--subject to appropriations--wherever such commitments are essential to encourage host governments to take the difficult steps and the risks involved in undertaking a development program....

"Fourth, the program stresses the need for social progress within the countries receiving U.S. aid.... The foreign aid program is emphasizing activities in education, health, agriculture, tax reform and other fields which will encourage evolution towards a system in which all of the people have a greater share in the future....

"Fifth, the program recognizes that foreign aid should increasingly become a cooperative effort shared in by the nations of the Free World and by international organizations, including the United Nations."

(From pp. 4, 5 of the AID document, "Proposed Program for Fiscal Year 1961, Volume I")

4. Organization

"AID represents a wholly new approach in organizational and operational techniques. Program and operating responsibility is now concentrated in four geographic Regional Bureaus. Both the former ICA and DLF vested substantial operating responsibilities in functional, rather than geographic units. As a result, decision-making responsibility in these predecessor agencies was considerably diffused. The AID organization fixes line responsibilities in the four Regional Bureaus for efficient, responsible program administration. The primary task of the program and staff officers indicated is to provide policy guidance and program support. These, in turn, assure consistency of agency operations and attainment of program objectives by Regional Bureaus and AID Missions overseas."

(From page 41 of the AID document, "Proposed Program for Fiscal Year 1961, Volume I").

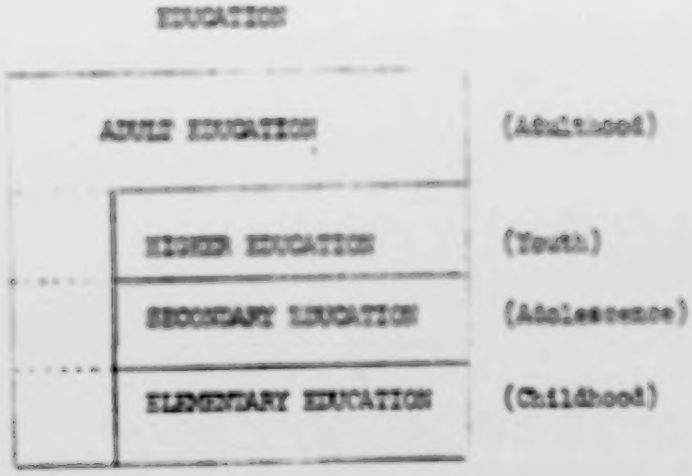
C. A CONCEPT OF ADULT EDUCATION FOR DEVELOPING NATIONS

Definitions

"Adult education," as the term is used in this paper, is concerned with the continuing growth of the individual throughout adulthood in the acquisition of skills, knowledge and attitudes through effective, organized employment of the learning process. "Adult" may be defined from biological, social or political standpoints - and any definition of the term must take into account the specific culture involved. "Education," as used herein, is "education with a small e," and includes all organized activities which effectively employ the learning process, both within and outside of the formal school system.

Under the above terms, adult education may be considered to be the fourth level in a nation's educational system - with elementary, secondary and higher education as the other three levels - provided both vertical and horizontal considerations obtain.

The following chart illustrates this point of view - perhaps in an over-simplified manner.



Content

The content of adult education is derived from the roles which an adult plays in the society and culture of which he is a part. For example, he is a family member, a producer, a consumer and a citizen - and undergirding all roles are his mental, physical and spiritual capabilities. Or, in simpler terms, the familiar dichotomy of "living" and "making a living" may be used to indicate the broadest content areas of adult education.

In terms of the development requirements of emerging nations, two major groups of adults have high-priority needs which can be met by effective programs of adult education: (a) literate adults employed in skilled-through-professional types of jobs who must take on job responsibilities which are higher in level and broader in scope; and (b) illiterate, unskilled adults who are unemployed or under-employed in unskilled jobs and who represent under-utilized human resources for national development.

For either group a or group b as identified in the preceding paragraph, it would be a mistake to emphasize adult education programs which consist entirely of job-training - or, indeed, which are focused upon any single content sector. Such a singleness of approach may be suitable in developed nations, but adult education needs in the developing countries are wide in scope and each sector may be of equal and concurrent urgency. Therefore, broadly conceived programs of adult education must be designed and implemented by developing nations - integrated programs which will include such major elements as literacy, vocational, health, home and family life, and citizenship sectors.

Guidelines

With reference to planning and implementing adult education programs in developing nations, the following selected guidelines may have general application.

1. Many developing nations have highly centralized government - accordingly, in such cases, due consideration should be given to devising national programs of adult education which are centrally directed.

2. Where national programs of adult education are devised which are centrally directed and comprehensive in scope, the central direction should be provided through the creation of an appropriate mechanism which will effectively involve the several central Ministries concerned.

3. Because of the interrelationships between levels of education, elementary through adult, and because of the special importance and status given in many developing nations to completion-symbols of formal education such as certificates, diplomas and degrees - wherever practicable, appropriate linkages should be established between adult education programs and the formal educational system.

4. Adult education, more so than the levels of formal education, is a fruitful area for the use of newer educational approaches to content and methodology - particularly with reference to the application of newer scientific tools of learning and teaching to major educational problems in developing nations.

5. Adult education is a major common thread throughout the *functional sectors* of national development - accordingly, interrelationships should be established in this connection, and also in connection with adult education and the other basic factors in development theory. (See Part A)

6. A.I.D. assistance to adult education should have as its primary task helping to increase the competency of the host country in meeting its needs in this field, to the end that, as soon as possible, such external assistance no longer will be needed.

SUMMARY

This paper indicates, in broad terms, the nature, scope and significance of adult education in developing nations - but, primarily, it outlines an overall frame of reference to guide consideration of A.I.D. assistance in this field. In such consideration, the frame of reference presented points out that due cognizance must be given to theories of development, to A.I.D. as the agency involved, and to adult education as the professional field concerned.

With respect to theories of development, 29 basic factors in the broad area of development are identified, and a procedure is indicated for establishing interrelationships between these basic factors, once they have been defined effectively.

The second part of the paper presents A.I.D. highlights in the form of quotations selected from pertinent Agency documents on the establishment of A.I.D., its policy, program and organization.

The third and final part of the paper outlines a concept of Adult Education for developing nations, composed of sections on definitions, content, and guidelines.

In conclusion, it is hoped that the paper can help to give perspective to those concerned with adult education as a vital area in national development - perspective which is required for most effective consideration of the whole or of any part of that most complex, and, in these times, that most important of human activities - nation-building in the interest of assuring a worldwide atmosphere of freedom.

[illegible]

by

Edward Warner Brice
Acting Director
Adult Education Branch
U.S. Office of Education

In 1959 the National Society for the Study of Education published in its Fifty-Eighth Yearbook a major examination of Community Education: Principles and Practices from World-Wide Experience. I believe this publication should be on the reading list of any person who is assigned to work in a developing country in the field of adult education. This volume offers in systematic, detailed form many of the principles and practices which we will only be able to discuss briefly this morning. In order to save time our method today will consist of (1) a brief overview of the requisites for change in less developed countries, (2) ways of generally identifying needs which have proved successful, and (3) two abbreviated case studies which illustrate particular methods and techniques. At the beginning I would like to deliberately adopt two forms of limitations. First, the materials will be presented didactically and crisply without too much emphasis on documentation, and anecdotal references to personal observations in Africa and Latin America, where perchance the speaker has spent nearly 10 of the last 14 years on field assignments under the technical assistance programs of the United States Government. Second, only the high points of what are arbitrarily believed to be most relevant will be discussed. Admittedly there may be some disagreement among many of you as to their relevancy. This is the danger we must risk. The purpose of this paper is to provide a starting point for the magnificent dialog which will be taking place here for the next 2 days.

Many years ago, George Bernard Shaw suggested a rephrasing of the Golden Rule. He stated that the well-known admonition to extroverts be replaced by the more sophisticated: "Do not do unto others as you would have them do unto you. Their tastes may differ." Any adult educator who suddenly finds himself in a less developed country faced with the problem of working with people of a different cultural background would do well to bear this in mind. There are some things which we almost take for granted. They are a natural reaction to our growing awareness that a large part of the world's population has a standard of living below that which we consider the absolute minimum and a life expectancy scarcely half that which could be assured by adequate food, shelter, and medical care. This is a desperate situation which should be remedied as soon as possible. In many instances we have plunged in to provide remedies without taking an adequate inventory of the difficulties and opportunities which confront large scale socio-economic aid programs. In fact, without such an inventory our good intentions and laudable interests are likely to end in the well-known infernal paving material.

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*Address delivered before the first general session of the conference on Adult Education in the Developing Nations, Washington, D.C., June 14, 1962.

Over the past decade and more immediately within the past 2 years it has become increasingly clear that the problem of human resources is paramount in achieving success in development programs. It is the lack of sufficient quantities of suitably trained manpower at all levels which is the key factor limiting the effectiveness with which the physical and economic factors are utilized for development. And only very recently have many of us come to agree with Lewis that:

> The quickest way to increase productivity in the less developed countries is to train adults who are already on the job. Education for children is fine, but its potential contribution to output over 10 years is small compared with the potential contribution of efforts devoted to improving adult skills.[1]

In terms of the world situation and more particularly the less developed countries we can quickly identify most of the vital factors which affect the lives of the people. We know, for an instance, that:

1. Millions of people in these areas are chronic sufferers from endemic diseases such as yaws, bilharziasis, malaria, hookworms, trachoma, sleeping sickness, or amoebic dysentery, which steadily sap their energies and rob them of both the will and the strength to work.

2. Other millions are dependent for a livelihood on a degenerative agriculture and are bound to the land, either as peons or tenant farmers.[2]

3. The universal, unifying fact about these disadvantaged millions is that in many cases the same people suffer from several different handicaps at the same time. Malnourishment, disease, economic exploitation, serfdom, and illiteracy are the concommitants of poverty and isolation.

4. The populations in these countries are rapidly expanding and adding people on top of the enormous backlog of illiteracy, low command of modern knowledge which is typical of existing populations, and that the task of producing enough education and training to make possible movement toward economic growth takeoff is becoming extremely crucial.

5. Traditional methods and efforts of providing education are simply not moving rapidly enough to meet the increasing needs of development.

This then, is a brief overview of the world situation which we think has particular meaning and relevance to our consideration of processes through which adult education problems may be identified.

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1 Lewis, W. Arthur. Education and Economic Development, Social and Economic Studies. Institute of Social and Economic Research. University College of the West Indies, Jamaica, W.I., Vol. 10, No. 2, June 1961.

2 Food and Agriculture Organization Reports

Identifying Adult Education Problems

It seems clear that adult education needs to vary with the general characteristics and with the economic, social, and political organization of each country. However, in spite of the fundamental differences of regime and civilizations the content of adult education seems to evolve in the direction of an ever-increasing adaptation to the common aspirations of the masses and to the common characteristics and needs of the modern era.

Adult education has to be viewed within the framework of the total national plan of education which likewise for socio-economic planning must be considered as part of the total development scheme of the particular nation.

Experience has taught us that, in order to identify adult education problems in a country, it is necessary to obtain the active participation of the people themselves. They are the best judges of their immediate problems; and no program can be introduced and successfully carried out without their assent and understanding.

Leadership in adult education programs may be internal or external. Beatty[3] has suggested that any assistance offered should (1) not threaten the governmental integrity of the participating State, and (2) the entire populace identifies itself with the undertaking and works toward its successful completion.

Even though very little emphasis has been given to adult education in our technical assistance programs overseas there are enough programs now in operation to make some analysis of their operation feasible and profitable. Differences in these programs and the diversity of the cultural conditions in which they operate, instead of obscuring, help to reveal their common denominators of success or failure. Their failures or lack of success and their violation of sound adult education planning methods reveal equally as much as do their successes and their use of sound methods and procedures.

It seems that a basic prerequisite for identifying adult education problems in a developing country is a knowledge that people, no matter how isolated physically and culturally they are, have self-recognized needs and have desires to satisfy these needs. A second consideration is the need to dispose of the fallacious belief that economically depressed groups are so simply because they lack the desire to improve their condition. A third fallacy, perhaps less widespread, is that people in these less developed countries are doomed to their low standard of living by their inability to absorb cultural content of a scientific and technological nature. That individuals can close the gap between the native village and the machine shop in a period of a few months is not a matter of theory but of observation.

The astute adult educator on going to work with people of a different culture will ask himself at least three basic categories of questions: (1) What are the surroundings or external conditions in which the adult education program will take place? Is the setting National, regional, or at the village level? (2) What kinds of dispositions, skills and facts must the learner possess? What sort of life

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[3] Beatty, Williard W. "The Nature and Purpose of Community Education," Principles and Practices From World-Wide Experience, Fifty-Eighth Yearbook, NSSE, 1959. p. 34-35.

situations must the learner face? and (3) What types of people are to be involved and affected in the particular surroundings in order that certain patterns of their behavior can be altered? There are many other questions, of course, but these seem to us to be crucial.

In identifying adult education problems in a less developed country there are at least four steps indicated.

The first step is a systematic discussion of common-felt needs and problems by members of the community. As Taylor has pointed out, "Thesystematic discussions of various kinds and on various topics are continuously going on among persons and families who literally live, as they do in rural villages, all the time in each other's presence. Such discussions are, however, either mere gossip or concerned with complaints. It is only when discussions are systematic, even among a relatively few representative persons or families, that analysis of important commonly felt need is accomplished."[4] The adult educator will find that such discussion can be readily stimulated when villagers have come to believe that any organized self-help efforts on their part will be encouraged and assisted by their government or some other dependable agency.

The second step is systematic, cooperative planning to develop the kind of adult education program to achieve the goals established by the people of the community. The important thing is to know that if the people do not feel the need and importance of the effort it is likely to end in failure. They should be encouraged to take on only those activities which are achievable and manageable.

The third step in identifying adult education problems is the testing of the planned program against the known needs and desires of the people. The question may be asked: Does this planned program meet any of the problems advanced by the people? How does it fit in with National, regional, and local planning?

The fourth step in identifying adult education problems is in attempting to "individualize" the program so that each individual feels that he has a personal stake in its accomplishment. Implicit in this step is the need for thorough communication at all levels. An adult education program at the village level is communal and should be an organic part of the total life and work of the community.

Now it seems to me that this step-by-step planning for adult education, whatever its scale or level, requires some basic kinds of knowledge:

1. Knowledge of resources (human and material).
2. Knowledge of the techniques of adult education planning itself.
3. Knowledge of the goals sought.
4. Knowledge of the successive stages that have to be passed before attaining the goals.
5. Knowledge of evaluation for the purpose of measuring achievement.

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[4] Taylor, Carl. "Community Development Programs and Methods." Community Development Review. Washington: International Cooperation Administration, December 1956, p. 34-42.

Today we have for the first time comparable and careful studies of peoples who have been changing, both through practices initiated from within and programs of change induced externally. This makes it possible to evaluate different cultures. I can draw on my own years of educational work to show how various approaches can be used, and at the same time illustrate several kinds of total situations. The following examples are drawn from Africa and Latin America.

Liberia, 1951

The first task assigned to me when I joined the Joint Liberian-U.S. Commission for Economic Development as Educational Advisor in 1951, was the carrying out of a preliminary survey of education in the country and the making of recommendations for beginning programs of technical assistance. As a phase of this investigation, I decided to submit my findings to a seminar of Liberian officials, teachers, and students. The participants were at first split up into small committees on documentation and information, then regrouped into commissions and finally formed into groups for the coordination and revision of the document I had originally submitted.

The original document had been the result of more than 3 months constant work with intervening visits to the communities, attendance at staff meetings in the Department of Public Instruction, lectures by experts on general topics, and discussions with a wide variety of persons including members of the UNESCO team. The adult education phase of the investigation dealt with general aspects such as economy, hygiene, family recreation, culture, and elementary knowledge or literacy level of the population. Liberia was studied from the standpoint of its historical development, spatial and geographic characteristics, population groups, local economy and economic and social structure. It was also studied from the standpoint of its sense of cooperation and its solidarity, harmony, common interests and collective activities. I was convinced that no successful program of education would be developed unless the planner and investigator was thoroughly familiar himself with the community as a "social process" with all of its ramifications.

The seminar process was designed for involvement and teamwork, and this partly explains its scope and detailed heterogeneity. A detailed study of each statement enabled us to ascertain fairly precisely what we wished to find out. It gave us the opportunity to test the opinions and ideas of more than 600 teachers, 500 students, 200 laymen, and more than 20 specialists as to what they regarded to be the adult education problems and needs of the country. The same procedures were used for elementary, secondary, and higher education. One overall guideline emerged from the investigation. The adult education of the Liberian people must cover all aspects of his life: religion, morality, culture, economics, hygiene, civics, and vocational training. It will be essential to develop his personality, as well as his awareness of his human dignity; his sense of cooperation, and his love of agriculture. The training must be job-oriented and life related.

Dominican Republic, 1962

Different governments and different people may see different approaches to the education of adults. In our technical assistance programs overseas various approaches have been tried. In certain countries programs have been organized under a mechanism known as a Joint Commission made up of host country and United States members. Generally speaking, activities carried on under such a Commission use the broad-field approach such as education, public health, public works, agriculture, public administration, and industry. Each one of these major emphasis program areas may be divided into special projects. For example, under an education program you may have an elementary education, secondary education, teacher training, or adult education project.

Under such an arrangement, the U.S. technical advisers may sit in on the Joint Commission with his host country counterpart. Policy is made by the Joint Commission as a body and the U.S. adviser member and his counterpart would be responsible for executing the program.

In other countries, a different kind of arrangement has been attempted. It is called a servicio. Under this type of organization a special cooperative mechanism is created for which you have two co-directors--one a host country official who is responsible to his own government, and the other an American specialist who is responsible to his own government. The servicio type of organization would hire its own staff and prepare its budget as determined by the program and project agreements covering its activities.

In 1962 when normal relations were restored between the United States and the Dominican Republic a small technical assistance mission was sent out to begin activities under the Alliance for Progress program. From the beginning the basic decision was made not to use the servicio system. Instead the U.S. Advisers would be based and housed in the concerned ministry. For example, the Chief of the Education Division of the Aid Mission would work directly in the Ministry as adviser on educational developments under the Alliance. Similarly the U.S. adult education adviser would work with his counterpart in the Ministry. In employing this system the mission felt that better results would be obtained by having the American technicians related closely to the on-going operations in their fields of interest.

In early March of 1962, the U.S. Aid Mission to the Dominican Republic requested an adult education team to be organized and sent out to make a field study of the adult education in the country with recommendations for technical assistance. A team of four specialists was organized by AID/W for this purpose. The composition of the team included two specialists in adult education from the Office of Education, one professor of psychology from the University of Pennsylvania, and a professor of education and literacy specialist from the University of Puerto Rico. Time will not permit a detailed report of the team's activities. What interests us here is the particular methodology or approach used by the team in carrying out its assignment. The study team arranged to visit the Dominican Republic during the period of May 4 through 18.

In preparation for the study team's visit, the Dominican Republic officials with the cooperation of the Acting Chief of the Education Division of the U.S. Aid Mission assembled and organized most of the available materials pertinent to the study of adult education. In the meantime members of the study team held conferences with AID, State Department, and Office of Education specialists who had specialized knowledge of educational conditions and developments in Latin American countries, particularly the Dominican Republic. A number of significant studies made of various socio-economic factors in the Dominican Republic was discovered. These studies had mostly been made within the past year and were mainly in preliminary form. They covered the governmental social, economic, cultural and educational aspects of the Nation's life. The Ruffner[5] Study made during the early part of 1962 was an important addition.

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[5] Ruffner, Ralph W. Report on Educational Conditions in the Dominican Republic.

Unfortunately all members of the team could not arrive in the Dominican Republic at the same time. However, the first member to arrive found that working space had already been set up in the Ministry of Education in the section occupied by the Director General of Adult Education and his staff. This made for accessibility and communication. Serious dialog began the first day. There were conferences and discussions at all levels. The study team wished to explore in depth the thinking--philosophy, ideas, practices and evaluations of the Director General and his staff. Fortunately the Acting Chief of the Education Division, AID, was fluent in Spanish and adequate communication and exchange of ideas was possible. Too much stress cannot be placed on the role of adequate and comprehensive communication in the process of trying to identify adult education problems. This communication process has to be both vertical and horizontal to assure that what is identified as a problem meets the rigid criteria arrived at by consensus.

Although there was some cultural understanding of the country among the study team members careful attempts were made to find out as much as possible from the people themselves about their history, art, music goals, aspirations, folklore, traditions, etc. What things do they regard as important and why? Where do they feel the quickest and best results may be achieved? What do they feel is culturally acceptable to them?

Another procedure involved talking with persons not officially connected with the government in any way. These people talked freely about their hopes, expectations, and problems. For more than thirty years the Dominican Republic was in the hands of a dictatorial government which used adult education not as a means for a better life for its people, but as an end for self-aggrandizement and the accumulation of personal wealth.

In the past there had been very little communication between the Department of Adult Education and the other departments of the Ministry of Education. Very few attempts were made to relate the adult education program to other efforts in the field of education. There was a serious need to start this communication process flowing again. Before the departure of the study team, we were able to see the beginning of this process when a meeting of all nine departmental directors was called by the Secretary for the purpose of discussing problems of mutual concern. This was the first time in some 30 years that such a meeting had been called. We believe that the dialog has begun and that there should emerge a clearer conception of what a program of education for adults can do and should do to advance the cause of national welfare.

Long after the study team has gone away--when notions imparted will perhaps have faded, vanquished by the grim realities of daily life; when hastily erected buildings will perhaps have fallen to pieces, a living force will remain: that people should talk about their problems; the idea that mutual help can lighten the burden; that nearly everything becomes possible to those who work in unison; and that joint action in life brings duties and joys to every member of the community. The sojourn of the study team, though brief, can indeed be the sojourn of man! In the quiet of the warm Dominican nights, the sponsors of education programs for adults are signing a new pact of hope and peace.

BACKGROUND MATERIALS FURNISHED CONSULTANTS AND PARTICIPANTS

Numerous reports and publications from various governmental agencies involved in educational programs for developing nations have been collected. The following is a list of these publications:

Asher, Robert E., and others. Development of the Emerging Countries. Washington: The Brookings Institution, 1962.

Lewis, W. Arthur, "Education and Economic Development," Social and Economic Studies, Institute of Social and Economic Research, University College of the West Indies, Jamaica, West Indies, Vol. 10. No. 2, June 1961.

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The individuals listed here met in Washington, D.C., on June 14-15, 1962, at the invitation of the U.S. Commissioner of Education, to participate in working discussions of Adult Education in Developing Nations.

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